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# **Social Security Bulletin**

**July 1939**

## ***Special Articles***

**Retirement Payments for Railroad Workers**

**Age, Sex, and Color of Wage Earners for Whom  
Death Claims Were Certified in 1937**

**The Concept of Administrative Expenses in Accounting  
for Public-Assistance Expenditures**

**U.S. SOCIAL SECURITY BOARD**

**WASHINGTON, D. C.**

**Volume 3**

**Number 7**

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## SOCIAL SECURITY BOARD

WASHINGTON, D. C.

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# Social Security Bulletin

Volume 2

JULY 1939

Number 7

## SOCIAL SECURITY IN REVIEW

H. R. 6635, the bill embodying the Social Security Act Amendments of 1939 which was summarized in this section of the preceding issue of the Bulletin, was adopted by the House of Representatives, with minor amendments, on June 10. There were two dissenting votes on final passage of the bill in the House. On being sent to the Senate, the bill was promptly referred to the Committee on Finance, which conducted hearings during the week of June 12 and reported the bill with amendments on July 7. The bill was sent to conference on July 14.

ON JULY 1, the Social Security Board became a part of the new Federal Security Agency, under the terms of the President's Reorganization Plan No. 1, in accordance with the Reorganization Act of 1939 and the Senate Joint Resolution 138, which fixed the effective date of the plan as the beginning of the new fiscal year. The appointment of Paul V. McNutt, former High Commissioner of the Philippines, as Federal Security Administrator was confirmed by the Senate on July 12.

JULY 1, 1939, marks the beginning of the fifth fiscal year in which the Social Security Act has been in operation. During the first month of the new year the unemployment compensation program was to come into full operation in every State of the Nation with the beginning of benefit-payment operations in Illinois and Montana. The addition of these two States to the roll of benefit-paying jurisdictions, it is estimated, will increase the effective coverage of the program to approximately 27.8 million—the total number of workers in benefit-paying States estimated to have earned wage credits under the system.

At the end of May, a total of nearly \$580 million had been paid out in benefits under the unemployment compensation program from the time benefits first became payable in a substantial number

of States in January 1938. Total payments in May amounted to more than \$39.9 million—an increase of more than 19 percent over the total for the preceding month. Average weekly payments for total unemployment in May ranged from \$15.16 in Alaska to \$5.77 in Mississippi. For partial unemployment the average weekly payments ranged from \$10.42 in Nevada to \$3.21 in Washington.

Serious difficulties in the administration of the unemployment compensation program in South Dakota were impending at the beginning of the new fiscal year as the result of the State's failure to appropriate funds for the operation of its public employment service. The Social Security Board has informed the Governor of the State that it will be unable to certify grants under title III of the Social Security Act for administration of the State's unemployment compensation law unless means are found to pay unemployment benefits in the State through public employment offices, in accordance with both the Social Security Act and the State's own law. On April 19, 1939, Governor H. J. Bushfield of South Dakota submitted to the Board a proposal that the State designate the personnel of its county social security offices as agents of its unemployment compensation commission for the purpose of paying benefits, and allocate certain services, facilities, and premises of the State as its contribution toward the maintenance of the public employment service.

In connection with this proposal, the Board held that the term "public employment office" occurring in both the Social Security Act and the State's unemployment compensation law means a State employment service system administratively directed and operated for the purpose of servicing all employers and all employees, irrespective of whether such employers are required to contribute to the unemployment compensation fund, and



irrespective of whether such employees are eligible for benefits. The Board's decision was transmitted to Governor Bushfield in a letter signed by Oscar M. Powell, Executive Director of the Board, on June 16. In a statement authorized by the Board, Mr. Powell declared that "... a free public employment service system performs functions which are essential to the unemployment compensation provisions of a State law, as well as functions which are not so essential to the unemployment compensation provisions of the State law. The Social Security Board, however, is authorized under section 302 (a) of the Social Security Act to certify grants to finance only those functions of a public employment service which are essential to the unemployment compensation provisions of the State law; the costs of those functions of the public employment service which are not essential to the unemployment compensation provisions of the State law must be met from non-Social Security Board sources.

"The Social Security Board," Mr. Powell's letter continued, "has considered very carefully the proposal submitted in your communication of April 19. Its conclusion, after such study, is that the use of county social security offices in the manner described . . . will not comply with the requirements of the Social Security Act and appears inconsistent with the requirements of the South Dakota unemployment compensation law, because such social security county offices will not constitute public employment offices within the meaning of the Social Security Act and within the meaning of . . . the South Dakota unemployment compensation law. The Board has concluded that local offices charged with the responsibility of performing the numerous unrelated functions with which the South Dakota county welfare offices are charged, will not be susceptible of being properly administered as 'public employment offices' within the meaning of that term in the Social Security Act.

"Moreover, the Social Security Board may not find that an administration which is contrary to the specific requirements of a State's own law constitutes 'proper administration' of that State law within the meaning of section 302 (a) of the Social Security Act. . . ."

Mr. Powell, both in this letter and in a telegram to Governor Bushfield subsequently authorized by the Board, promised the cooperation of the Board

to the fullest extent consistent with its obligations under the Social Security Act, to the end that the benefits of the South Dakota unemployment compensation law should not be lost to the people of the State by reason of the Board's inability to certify grants to the State under title III of the act.

JULY 1, 1939, also marked another significant development in the field of unemployment compensation: the inauguration of benefit-payment operations under the Railroad Unemployment Insurance Act. On that date the coverage of railroad employment of an interstate character under State unemployment compensation laws terminated, and compensation for railroad unemployment occurring thereafter will be administered by the Railroad Retirement Board.

OPERATIONS under the public-assistance programs for which provision is made in the Social Security Act have followed the same general trends in recent weeks as in preceding months. Obligations from Federal, State, and local funds amounting to approximately \$45.3 million were incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind for May. Of this amount, nearly \$35.3 million was for payments to more than 1.8 million recipients of old-age assistance; about \$8.9 million was for payments on behalf of some 692,000 dependent children in nearly 286,000 families; and a little more than \$1 million represented payments to about 44,000 recipients of aid to the blind. The average payment per recipient of old-age assistance for the month was \$19.20, with individual State averages ranging from \$6.05 in Arkansas to \$32.47 in California. For aid to dependent children the average payment per family was \$31.32, and the range of State averages from \$8.14 in Arkansas to \$61.92 in Massachusetts. For aid to the blind, the average payment per recipient was \$23.13, ranging from \$6.57 in Arkansas to \$48.02 in California.

MORE THAN 19,000 claims for lump-sum payments under the old-age insurance program were certified to the Treasury during May. These claims amounted to more than \$1.5 million. The average amount of such payments certified in May was \$79.15. As of May 31, the cumulative total of such claims certified since the program went into operation was nearly 363,500, amounting to more than \$18.7 million.

# RETIREMENT PAYMENTS FOR RAILROAD WORKERS

A. G. SILVERMAN AND JOSEPH J. SENTURIA \*

*Because of the basic interrelationships of these two Federal retirement systems, it is believed that the following summary of operations under the Railroad Retirement Acts is of special significance to persons concerned with policies and administrative procedures in the old-age insurance system administered by the Social Security Board. For a considerable number of workers, old-age security will involve provisions of both systems. The Social Security Board is happy to announce that, through the cooperation of the Railroad Retirement Board, summary data will be published monthly concerning that agency's important activities in the field of old-age security.*

THE RAILROAD RETIREMENT ACT of 1935 and the amendatory act of 1937 established a Federal retirement system for all employees of the railroad industry to permit the immediate retirement, on relatively high annuities, of large numbers of aged workers still employed or who had rights to employment in the industry at the time of the passage of the acts and to provide for orderly retirement of railroad workers currently reaching retirement age thereafter. It was expected that the law, by encouraging retirement of older workers, would create additional employment and promotion opportunities for younger railroad workers. The act also provides annuities at retirement age for all employees who have ever been covered by the act, to the extent of their credited earnings and years of service, whether or not they last worked for an employer under that act and in addition to any annuities payable to them under title II of the Social Security Act.

At the time of the establishment of the railroad retirement system there was a large accumulation of older workers in the railroad industry. The severe reduction in railroad employment between 1924 and 1933, which fell most heavily on employees with short service, increased the proportion of employees 65 and over, almost all of them with long years of service in the industry.<sup>1</sup> Many employees tended to remain in service long after age 65. The normal age of retirement under the great majority of the private pension plans established by the railroads was 70, and the average age at retirement was between 68 and 69.

Some employees worked for employers who had no private pension plans, and others could not qualify under such plans. After 1932 the number of older workers who were retired under private pension plans decreased. The depression further increased the number of older persons remaining on the job by tending to increase the financial burden resting on them because of the unemployment of other members of the family, or by making it less likely that they would be supported by their families or would have means of support other than their own earnings.

The protracted litigation over the Railroad Retirement Act of 1935 and the general uncertainty as to the future of the system further increased the number of persons who remained in active service beyond age 65. Employers hesitated to assume pension burdens for employees who might shortly be granted annuities under the railroad retirement system. Some employees who might have retired under private pension plans did not do so because they preferred to come under the Federal retirement system. Many employees ineligible for pensions under private pension plans remained on the job until the Federal system which would include them was definitely established.

To enable aged workers to retire immediately and others to retire as they became 65, the successive railroad retirement acts provided for annuities based not only on years of service subsequent to the establishment of the system but also on credit, up to 30 years,<sup>2</sup> for service prior to the beginning of the system. Individuals who on August 29, 1935, were in an employment rela-

\*Railroad Retirement Board, Bureau of Research and Information Service.

<sup>1</sup> A study made by the Federal Coordinator of Transportation found that, on 13 selected roads studied, the actual number of employees 65 and over increased from 3,961 or 1.4 percent of the total on July 1, 1924, to 5,656 or 2.1 percent on July 1, 1929, and 6,792 or 3.6 percent on Dec. 31, 1933.

<sup>2</sup> Only so much prior service is creditable as will bring total credited service, including subsequent service, to 30 years.

tion to an employer under the act, as well as those who were on that date in the active service of such an employer, are eligible under the 1937 act for credit for service prior to January 1, 1937. Under the 1935 act credit is given for service prior to March 1, 1936, to individuals who were in active service or in an employment relation on or after August 29, 1935. The Railroad Retirement Act of 1934, which was held unconstitutional by the United States Supreme Court on May 6, 1935, had made retirement compulsory. In the 1935 act, the compulsory provision was dropped, but a reduction in the amount of the annuity was provided for employees, except officials and employee representatives, who remained in service between the ages of 65 and 70, unless they filed with the Board a continuance-in-service agreement signed by themselves and their employers, and for all employees who remained in service after reaching 70. The amendatory Railroad Retirement Act which became law on June 24, 1937, contains no direct penalty for failure to retire at age 65.<sup>3</sup> Retirement is encouraged by a relatively high level of annuities. For some time to come, but to a decreasing extent, this level is maintained by the grant of prior-service credit.

Railroad employees who are still in service at the age of 65 generally have long years of service and are most likely to be found in occupations with relatively high wages. The combined effect of these two factors was to make a large proportion of the older workers on the railroads immediately eligible for relatively high annuities, since the amount of the annuity is based on years of credited service and average monthly compensation.<sup>4</sup> The portion of the annuity based on prior-service credit will decrease as credit for subsequent service increases, but for many years to come will continue to constitute the major element in employee annuities.

<sup>3</sup> The fact that employees continue to pay taxes under the Carriers Taxing Act after reaching age 65 but receive no credit for the additional service may perhaps be considered an indirect penalty.

<sup>4</sup> The annuity is calculated by taking 2 percent of the first \$50 of the average monthly compensation, 1½ percent of the next \$100, and 1 percent of the balance and multiplying the sum of these three amounts by the number of years of credited service. The average monthly compensation earned by the individual during the period 1924 to 1931 is taken as applicable to his entire period of prior service in determining his average monthly compensation for computing the amount of his annuity. The average monthly compensation for his period of subsequent service is the actual average of monthly earnings. In computing average monthly compensation, only months in which there was some employment are counted. Compensation in excess of \$300 in any 1 month from 1 or more employers is excluded from credited compensation.

## Coverage and Financing

Records of credited compensation earned in each month after December 31, 1936, for each employee of all employers under the act are maintained by the Railroad Retirement Board from quarterly reports made by employers. Service and compensation prior to January 1, 1937, are adjudicated on the basis of a check of pay-roll or other records in the possession of employers. The Board's records of credited compensation

**Table 1.—Federal tax collections under the Carriers Taxing Act of 1937, by fiscal years and by months, October 1937–May 1939**

Fiscal year and month	Amount	Fiscal year and month	Amount
Cumulative, October 1937–May 1939.....	\$238, 222, 850	Total, 1938–39 through May.....	\$88, 181, 950
Total, 1937–38 (9 months).....	150, 040, 900	1938	
1937		July.....	446, 445
October.....	19, 040	August.....	25, 536, 430
November.....	23, 465, 353	September.....	4, 672
December.....	68, 913, 769	October.....	796, 258
1938		November.....	26, 467, 030
January.....	658, 843	December.....	35, 060
February.....	30, 071, 933	1939	
March.....	1–10, 484	January.....	872, 006
April.....	584, 114	February.....	27, 504, 743
May.....	26, 331, 470	March.....	26, 967
June.....	6, 860	April.....	388, 291
		May.....	6, 103, 403

<sup>1</sup> Adjustment of taxes previously reported in error.

Source: Daily Statement of the U. S. Treasury.

after December 31, 1936, do not show the total number of employees who have rights under the Railroad Retirement Act, since some individuals have received and others will receive annuities solely on the basis of prior service. The number of such individuals, however, is very small in proportion to the total now covered by the act.

To the end of June 1938 a total of approximately 2.1 million persons had acquired credits under the railroad retirement system for service subsequent to December 31, 1936. Of these, approximately 1.9 million had received social security account numbers in the block of numbers reserved for the railroad retirement accounts, and the remaining 200,000 had obtained their social security account numbers outside the railroad series, prior to entering or reentering compensated employment under the Railroad Retirement Act. Such persons retain their social security account numbers under the railroad retirement system but are required, as are those who receive social



security account numbers in the railroad retirement series, to register with the Railroad Retirement Board on a Carrier Employee Registration form.

Between July 1, 1938, and May 31, 1939, a total of approximately 222,000 new carrier-employee registrations was received by the Railroad Retirement Board. Of these, approximately 57,000 were new account numbers issued in the railroad retirement series, and approximately 165,000 represented account numbers outside this series. After cancelation for duplications, there were, as of May 31, 1939, approximately 2.3 million persons who had credits recorded with the Railroad Retirement Board for service subsequent to December 31, 1936.

The total compensation credited to all employees under the Railroad Retirement Act, excluding compensation in excess of \$300 in any one month from one or more employers, was approximately \$2,232 million for 1937 and \$1,980 million for 1938. The total compensation reported to the Interstate Commerce Commission for 1937 by railroads and switching and terminal companies, express and Pullman companies, and electric railways engaged in interstate commerce was approximately equal to the total creditable compensation reported to the Railroad Retirement Board by all employers under the Railroad Retirement Act. Allowing for the fact that the reports to the ICC include compensation in excess of \$300, which constitutes about 1.5 percent of the total, and that there are minor differences between ICC and RRB coverage within the groups of employers mentioned above, these groups accounted for between 98 and 99 percent of the total compensation covered by the Railroad Retirement Act. This is a rough measure of the extent to which the coverage of the Railroad Retirement Act corresponds to the railroad industry as commonly understood. The remaining coverage represents certain carrier associations, the standard and certain other railway labor organizations, and certain carrier affiliates.<sup>5</sup>

The Carriers Taxing Act of 1937 provides for an excise tax on employers and an income tax on employees payable on compensation defined in terms identical with that of the Railroad Retirement

Act of 1937.<sup>6</sup> The amounts collected each month under the Carriers Taxing Act of 1937 are given in table 1. Congress has been appropriating amounts approximately equal to the anticipated receipts from those taxes to the railroad retirement system for benefits, investments for reserve purposes, and administrative expenses. The total appropriated for the payment of benefits and investment for reserve purposes was \$146.5 million<sup>7</sup> for the fiscal year 1937-38, \$118.3 million for 1938-39, and \$120.2 million for 1939-40. Total administrative expenditures to June 30, 1938, were \$4.7 million. Appropriations for administrative expenses, including printing and binding and transfers to the Treasury to cover cost of handling payments under the act, were \$3.0 million for the fiscal year 1938-39 and \$3.3 million for 1939-40.

Table 2 shows the movement of funds appropriated for benefit payments and investment. Under the 1935 act, transfer of money appropriated by Congress for benefit payments was made directly from the general fund of the Treasury to the disbursing officer in the Treasury. Under the 1937 act, appropriations for benefit payments and investments are made to a railroad retirement account. On the basis of these appropriations, varying amounts are transferred from time to time to a railroad retirement account trust fund. Transfers to cover benefit payments are made from the trust fund to the disbursing officer in the Treasury, and amounts not immediately required for benefit payments are invested in special 3-percent Treasury notes. Because such transfers are generally made in round sums, a small balance has been maintained in the trust fund. The figures on benefit payments represent checks drawn by the disbursing officer in the Treasury and differ from figures given later in the article, which are based on amounts certified by the Board to the Secretary of the Treasury for payment of benefits.

### *Classes of Benefit Payments*

Systematic reporting of the operations of an agency administering an aspect of social insurance

<sup>5</sup> The excise tax on employers and the income tax on employees begin at 2 3/4 percent each in 1937 and rise by 1/4 percent each every 3 years until they reach 3 3/4 percent each in 1949.

<sup>7</sup> This includes a reappropriation of \$46,620,000 originally appropriated for benefit payments under the 1935 act during the fiscal year 1936-37.

<sup>6</sup> For a detailed discussion of the coverage of the Railroad Retirement Act, see Railroad Retirement Board, *Annual Report*, 1938, ch. X.

should logically follow the legislative provisions. For each type of benefit provided by law the reporting system should permit periodic reporting of the applications received, their disposition, the number and amount of new benefit payments, the termination of the payments for various causes, and the resulting changes in the number and amount of benefit payments in force. When the death of an employee annuitant brings into effect survivors' rights to other types of benefit, the

reports should trace the transition from one type of benefit to the other. They should reflect the rate at which applications are handled by the administrative machinery but should also show the rate at which applications from eligible individuals have been received.

In view of the administrative exigencies and difficulties which the Railroad Retirement Board faced, it is only natural that the Board should have paid much more attention to the certifica-

**Table 2.—Financial operations under the Railroad Retirement Acts of 1935 and 1937, by months, July 1936–May 1939**

Year and month	Appropriation balance on first of month <sup>1</sup>	Transfers from appropriation to trust fund	Cancellations and repayments <sup>2</sup>	Interest received by trust fund	3-percent special Treasury notes acquired <sup>3</sup>	Deposits with disbursing officer for benefit payments	Benefit payments <sup>4</sup>	Cash with disbursing officer at end of month <sup>5</sup>	Balance in trust fund at end of month <sup>6</sup>
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
<b>1936</b>									
July.....	\$46,620,000					\$10,000	\$901	\$9,098	
August.....	46,610,000					100,000	901	108,196	
September.....	46,510,000						34,139	74,057	
October.....	46,510,000					150,000	89,539	134,517	
November.....	46,360,000					500,000	164,005	470,512	
December.....	45,860,000					1,000,000	287,368	1,183,143	
<b>1937</b>									
January.....	44,860,000					500,000	364,616	1,318,526	
February.....	44,360,000						449,748	868,777	
March.....	44,360,000		\$772			1,000,000	525,624	1,343,153	
April.....	43,360,772		72			1,000,000	569,980	1,773,172	
May.....	42,360,845		502				792,421	980,751	
June.....	42,361,348		527			5,740,000	790,902	5,929,849	
July.....	141,893,692	\$10,000,000				10,000,000	3,894,131	6,643,679	
August.....	131,893,692	20,000,000	33		\$10,000,000	10,000,000	4,376,321	12,267,357	\$33
September.....	111,893,692	14,000,000	184		10,000,000	4,000,000	4,533,299	11,734,057	218
October.....	97,893,692	14,000,000	1,941		10,000,000	4,000,000	4,935,778	10,796,373	2,160
November.....	83,893,692	14,000,000	2,773		10,000,000	4,000,000	6,011,963	8,784,409	4,933
December.....	69,893,692	20,000,000	1,317		10,000,000	10,000,000	8,107,008	10,677,400	6,250
<b>1938</b>									
January.....	49,893,692	15,003,726	2,617		10,000,000	5,000,000	6,714,722	8,962,677	12,589
February.....	34,893,692	15,000,000	2,939		10,000,000	5,000,000	6,461,123	7,501,553	15,528
March.....	19,893,692	15,000,000	4,885		10,000,000	5,000,000	7,326,023	5,175,530	20,414
April.....	4,893,692	4,000,000	2,225	\$45,205	-10,000,000	14,000,000	8,210,082	10,965,448	67,845
May.....	893,692		2,031	117,123	-5,000,000	5,000,000	7,654,016	8,311,431	187,000
June.....	893,692	800,000	4,533	1,248,493	1,200,000	900,000	8,196,532	1,014,899	140,027
July.....	118,343,692	22,000,000	2,876		2,000,000	20,000,000	8,115,367	12,899,531	142,903
August.....	96,343,692	9,500,000	37,213		1,500,000	8,000,000	8,402,865	12,496,665	180,117
September.....	86,843,692	11,500,000	9,397		1,500,000	10,000,000	8,567,162	13,929,503	189,514
October.....	75,343,692	11,500,000	12,358		1,500,000	10,000,000	8,706,770	15,222,732	201,873
November.....	63,843,692	16,500,000	4,801		1,500,000	15,000,000	8,856,363	21,366,368	206,674
December.....	47,343,692	16,500,000	3,717		1,500,000	15,000,000	8,813,153	27,553,215	210,391
<b>1939</b>									
January.....	30,843,692	1,500,000	1,124		1,500,000		8,750,817	18,802,397	211,516
February.....	29,343,692		411				9,043,924	9,758,472	211,928
March.....	29,343,692	18,000,000	1,735			18,000,000	9,109,816	18,648,655	213,663
April.....	11,343,692		14,642			213,663	9,172,486	9,689,832	14,642
May.....	11,343,692	93,692	2,100	266,301	-10,000,000	10,359,963	9,097,189	10,952,636	16,743
Cumulative to May 31.....	11,250,000	248,897,412	117,740	1,677,123	67,200,000	193,473,656	177,127,075	10,952,636	16,743

<sup>1</sup> Appropriation balance derived as follows: prior to July 1937, column 2, first of month, + column 4 - column 7 = column 2, first of next month; after July 1937, column 2, first of month, - column 3 = column 2, first of next month. Balance as of July 1 includes appropriation for new fiscal year. Appropriations were \$46,620,000 for 1936-37; \$99,880,000 for 1937-38 plus reappropriation of balance of \$46,620,000 from 1936-37; and \$118,250,000 for 1938-39.

<sup>2</sup> Includes checks canceled by General Accounting Office and repayments on account of improper payments to claimants. Checks returned to disbursing officer and canceled by him are not included (see footnote 4). Cancellations and repayments are treated as additions to trust fund, except for the period prior to July 1937, during which they were treated as returns to appropriations.

<sup>3</sup> Minus items represent sale of notes.

<sup>4</sup> On the basis of checks issued by disbursing officer less checks canceled by disbursing officer.

<sup>5</sup> Column 9, end of preceding month + column 7 - column 8 = column 9, end of next month.

<sup>6</sup> Balance in trust fund derived as follows: column 10, end of preceding month, + column 3 + column 4 + column 5 - column 6 (or + column 6, if figure in column 6 is negative) - column 7 = column 10.

<sup>7</sup> Deposit of \$10,000 with disbursing officer was made prior to July 1, 1936, but was not drawn against until after that date.

<sup>8</sup> After transfer to appropriation of \$5,392,038 balance from 1935-act deposits with disbursing officer, but not including \$222 remaining as balance in 1935-act appropriation. A small balance accumulating in the 1935-act appropriation after July 1937, representing cancellations and repayments of checks issued against 1935-act deposits, is not shown in table.

<sup>9</sup> After transfer to appropriation of \$5,392,038 balance from 1935-act deposits with disbursing officer.

<sup>10</sup> After transfer to 1935-act appropriation of \$1,905 representing cancellations on checks issued against 1935-act deposits. See footnote 8.

<sup>11</sup> Includes transfer of \$3,720 balance from 1935-act appropriation. See footnote 8.

<sup>12</sup> Total benefit payments on basis of checks issued by disbursing officer are \$8.2 million less than total on basis of vouchers certified to Secretary of Treasury for payment, as shown in table 3, since checks drawn by the disbursing officer as of the first of a given month are certified to the Secretary of the Treasury and encumbered on the books of the Railroad Retirement Board in the latter part of the preceding month. The total on the basis of checks drawn by disbursing officer is somewhat larger than on the basis of checks cashed and returned, as reported in Daily Statement of the U. S. Treasury.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

tion of annuities than to the development of a complete and well-rounded reporting system. The number of aspects covered by the reporting system is constantly being increased, and early reports on other aspects are being checked and revised where necessary. Much still remains to be done in rounding out the Board's system of reporting. The preliminary nature of some of the figures presented in this article reflects the continuing process of expansion, clarification, and revision.

Under the act of 1935 and the amendatory act of 1937 the Board administers five classes of payments. These are:

- (1) *Employee annuities*, both disability and old age, paid to eligible individuals after retirement and based on their years of service and average monthly compensation with employers under the act.
- (2) *Survivor annuities*, paid to the surviving spouse of a deceased employee annuitant who duly elected a reduced annuity during his lifetime in order to provide a lifetime annuity for his surviving spouse after his death.
- (3) *Death-benefit annuities*, paid only under the 1935 act to the surviving spouse or dependent next of kin of a deceased annuitant or of a deceased employee who at the time of his death was entitled to receive an annuity. These death-benefit annuities are in monthly amounts equal to half the annuities paid or payable to the employee annuitants before their death, and are payable for 12 months only.
- (4) *Lump-sum death benefits*, paid only under the 1937 act to a designated beneficiary or to the deceased employee's legal representative. These benefits are equal to 4 percent of the compensation earned as an employee after December 31, 1936 (excluding compensation in excess of \$300 in any one month), less the aggregate amount of any employee or survivor annuities that may have been paid or payable. If an employee annuitant has elected a joint and survivor annuity and his spouse is alive at the time of his death, the death benefit is not payable until after her death.

- (5) *Pensions* paid under the 1937 act to individuals who were, on both March 1 and July 1, 1937, on the pension or gratuity rolls of employers under the act and who were not eligible on July 1, 1937, for annuities based in whole or in part on service prior to January 1, 1937. The pensions began July 1, 1937, and are equal in amount to the individual pensions or gratuities granted by employers, without diminution by reason of any general reduction or readjustment after December 31, 1930, but not to exceed \$120 per month.

Up to and including October 1, 1937, there was also a sixth group of beneficiaries designated as "temporary pensioners." These were carrier pensioners who on July 1, 1937, were eligible for annuities under either the 1935 act or the 1937 act and under the 1937 act could be paid pensions only until their annuities were awarded and certified, but not later than October 1, 1937.

#### **Total Disbursements for Benefits**

Table 3 gives the total payments authorized by the Railroad Retirement Board—or, more exactly, the total amount, minus cancelations, certified by the Board to the Secretary of the Treasury for payment, by class of payment and by months, from July 1936 through May 1939. These figures at present constitute the only data from which total payments authorized by the Board during each fiscal year and the grand total to date can be easily obtained. They give the amounts payable in, but not for, particular months. The first payment after certification of a claim is ordinarily for the period between the date the annuity begins (accrual date) and the month of certification, but such retroactive payments for more than one month are included in the month of actual payment and not allocated to the months for which they are payable.

The movement of the total amount of payments certified monthly to the Secretary of the Treasury, as shown in chart I, chiefly reflects changes in amounts certified for employee annuities. The one exception is the peak of July 1937, when the private pensioners were taken over and payments for both July 1 and August 1 were certified. The total amount certified for payment attained a



peak in December 1937, reflecting the peak of new certifications of employee annuities, which were higher in that month than in any other month. A second peak in March and April 1938 reflected a large number of new certifications and the first large number of recertifications at higher amounts, which involve an adjustment payment covering the increase in the amount of the annuity retroactive to the accrual date. Thereafter the increase was relatively gradual.

The tendency of total payments to parallel payments for employee annuities results from the fact that the greatest proportion of total benefit payments certified by the Board to date has been for

employee annuities, both age and disability. Thus, of \$185.3 million certified to the end of May 1939, \$119.2 million or 64.3 percent went to employee annuitants. Payments to permanent pensioners constituted 33.1 percent of all payments certified up to that time. No other class of payment constituted as much as 1 percent of the total. Survivor and death-benefit annuities together accounted for only 2.5 percent of total certifications prior to July 1, 1937, 1.2 percent during the fiscal year 1937-38, and 1.3 percent during the 11 months ended May 31, 1939.

Monthly payments of lump-sum death benefits were first made in January 1938. They consti-

Table 3.—Total amount of benefit payments certified to the Secretary of the Treasury in each month, by class of payment, July 1936-May 1939<sup>1</sup>

Fiscal year and month	Total payments	Employee annuities	Survivor annuities	Death-benefit annuities	Lump-sum death benefits	Permanent pensions <sup>2</sup>
Cumulative through May 1939.....	\$185,340,359	\$119,224,063	\$1,106,511	\$1,330,679	\$1,235,975	\$61,268,588
Total, 1936-37.....	4,604,232	4,487,496	47,490	69,245		
1936						
July.....	1,803	1,803				
August.....	976	976				
September.....	52,338	52,210	128			
October.....	70,363	66,831	3,532			
November.....	226,214	218,519	7,369	325		
December.....	333,421	332,536	461	422		
1937						
January.....	439,066	436,423	846	1,827		
February.....	471,596	464,475	2,262	4,828		
March.....	639,667	629,656	3,093	7,016		
April.....	672,709	651,902	7,225	13,581		
May.....	755,163	730,222	7,765	17,175		
June.....	940,881	902,037	14,775	24,068		
Total, 1937-38.....	82,994,286	46,097,691	381,237	625,106	38,954	34,667,433
July.....	6,949,567	682,762	8,782	16,304		5,526,136
August.....	4,651,474	1,444,367	22,050	44,808		2,750,706
September.....	4,621,983	1,653,005	19,169	34,805		2,736,585
October.....	4,885,833	2,134,042	13,612	27,465		2,710,712
November.....	7,217,573	4,468,177	20,952	36,018		2,692,425
December.....	8,626,156	5,820,113	34,797	70,256		2,700,989
1938						
January.....	6,793,328	4,044,864	34,776	55,671	302	2,657,692
February.....	6,487,029	3,767,390	24,496	34,446	1,597	2,629,098
March.....	8,358,695	5,677,665	29,389	46,969	2,174	2,602,496
April.....	8,380,826	5,576,417	80,049	123,398	12,609	2,588,351
May.....	7,805,605	5,139,457	46,361	70,667	10,457	2,538,662
June.....	8,346,210	5,689,707	46,799	64,293	11,813	2,533,596
Total, 1938-39 to May 31.....	97,750,840	68,638,574	677,783	636,326	1,197,020	26,601,138
July.....	8,408,325	5,725,976	52,321	64,558	27,539	2,537,929
August.....	8,554,061	5,599,260	61,258	68,040	35,059	2,490,443
September.....	8,545,649	5,906,594	66,114	64,035	37,269	2,471,635
October.....	8,920,443	6,326,128	60,714	51,349	26,483	2,455,768
November.....	8,865,460	6,244,225	51,221	60,567	62,641	2,446,803
December.....	9,021,040	6,383,667	61,021	63,552	83,891	2,428,907
1939						
January.....	8,973,269	6,330,103	59,577	57,248	118,494	2,407,785
February.....	9,159,324	6,476,104	62,570	56,011	182,597	2,382,041
March.....	8,991,519	6,279,671	71,060	34,060	261,416	2,345,281
April.....	9,130,100	6,478,516	63,843	61,861	196,822	2,329,056
May.....	9,181,703	6,588,326	68,080	55,010	164,804	2,305,482

<sup>1</sup> Figures are total amount of vouchers certified to the Secretary of the Treasury for payment minus cancellations.

<sup>2</sup> Total payments of pensions in any month are frequently less than corresponding monthly amounts payable as indicated by figure for pensions in force (table 4). This is due to cancellation of checks because of pensioner deaths which were not reported to the Railroad Retirement Board before voucher for month's payment was sent to the Secretary of the Treasury.

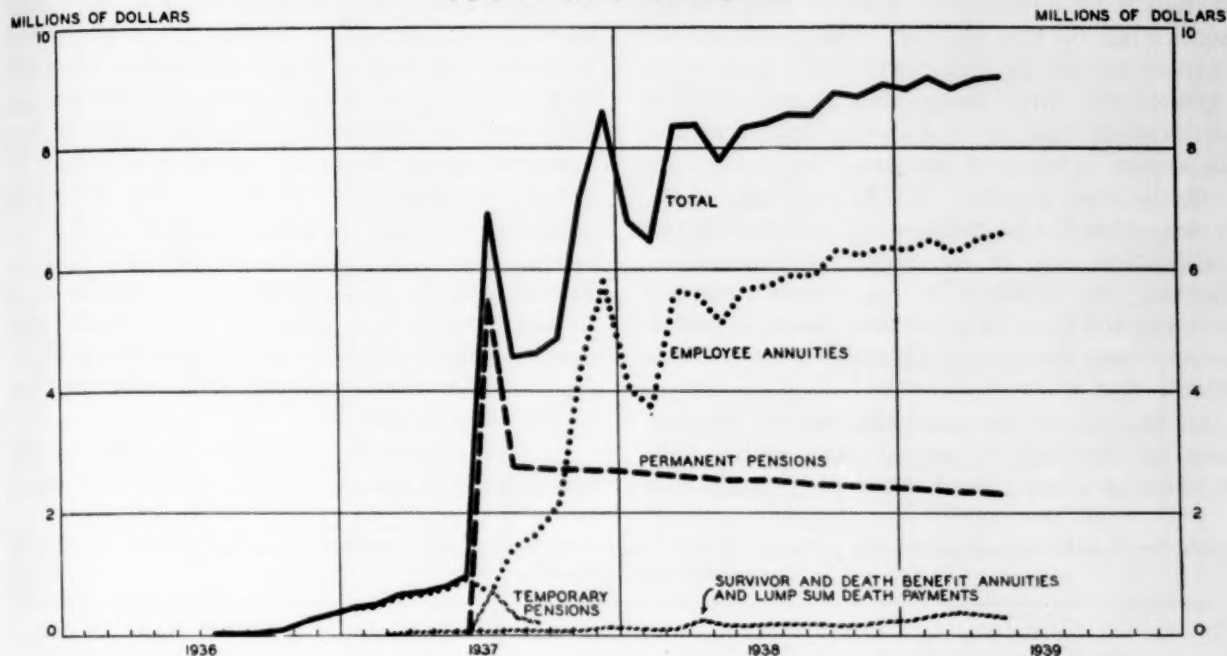
<sup>3</sup> Total benefit payments on basis of vouchers certified to the Secretary of

the Treasury for payment are \$8.2 million more than total on basis of checks drawn by disbursing officer as shown in table 2. The reason for this difference is given in footnote 12, table 2.

<sup>4</sup> Total payments of \$1,183,541 were made to temporary pensioners as follows: July, \$715,582 (see footnote 5); August, \$289,542; September, \$178,417.

<sup>5</sup> Vouchers for both July 1 and August 1 payments were certified to the Secretary of the Treasury in July 1937.

Chart I.—Total amount<sup>1</sup> of benefit payments certified to the Secretary of the Treasury in each month, by class of payment, July 1936–May 1939



<sup>1</sup> Minus cancellations.

tuted 0.5 percent of total benefit payments during the fiscal year 1937–38, but increased to 1.2 percent for the 11 months ended May 31, 1939, and will continue to increase for many years to come. This follows, since lump-sum benefits are payable on account of the death of every employee under the act who had earnings subsequent to December 31, 1936, unless he or his surviving spouse has received in annuity payments more than 4 percent of his earnings after that date, and since the total earnings on which these payments are based will increase with the passage of time.

Total payments up to May 31, 1939, presented in table 3, have been made to more than 166,400 individuals.<sup>8</sup> Of these, about 98,800 were employee annuitants, 48,700 permanent pensioners, 14,700 death beneficiaries,<sup>9</sup> and 4,200 survivor and death-benefit beneficiaries.<sup>9</sup>

#### Payments in Force

Figures on annuities, pensions, and other payments in force as of the end of each month, which

<sup>8</sup> Benefits paid with respect to the death of an annuitant or employee under the act are counted as 1 benefit, even though a single payment may have been divided among 2 or more persons.

<sup>9</sup> Survivor annuitants under the 1935 act also receive death-benefit annuities under that act. Such persons receive 2 benefits but are counted only once in these totals.

are presented in table 4, represent amounts payable with respect to a single month to all individuals who were on the pension or annuity rolls at the end of the month and eliminate the effect of accumulated payments for several months made at the time of certification. Thus, while annuities in force as of December 31, 1937, totaled \$5.2 million, payments certified to the Treasury (table 3) in that month, including retroactive payments, totaled \$8.6 million. By May 1939, the two sets of figures were much closer together, \$8.2 million in annuities being in force at the end of May as compared with \$9.2 million certified to the Treasury for payment during May. The in-force figures presented in table 4 do not, however, include all payments made with respect to a particular month, since annuities are carried in these in-force figures only from the date of certification and not from the date of accrual when that date is prior to the certification date.

In-force figures based on certification dates show the net changes in the amounts payable monthly under the system, resulting primarily from three factors—the rate at which eligible employees apply for annuities, the rate at which these applications are adjudicated and certified, and the rate at which annuities already certified are ter-

minated by death. Inasmuch as the date of certification is an administrative factor which determines when the first payment to an annuitant will be made but not the first month which the annuity payment will cover, the in-force figures based on certification dates fail to show the development of the system in terms of the period for which these annuities were payable. At the beginning of the system, when the lag between application date and certification date is relatively long, constantly changing, and different for the various classes of payment and types of applicants, the lag in certification affects the in-force figures to a considerable extent.

An analysis of new annuities and of terminations on the basis of accrual dates rather than certification dates would show the number and

amount of annuities payable for a particular month, whether they were in force at that time or were subsequently certified for retroactive payment. As long as some certifications continue to be made a good many months after the accrual date and recertifications are made for higher amounts, figures based on accrual dates would be subject to continuous revision. The Board is planning in time to prepare figures based on accrual dates. In their absence principal reliance in analyzing the development of the system must be placed on in-force figures based on certification dates. This means that a large part of the analysis relates to administrative factors affecting the rate of certification.

Table 4 and chart II show the growth, sharply accentuated at certain periods, in the total num-

**Table 4.—Number of annuities and pensions in force and monthly amount payable at end of month, by class of payment, July 1936–May 1939**

Year and month	All annuities and pensions		Employee annuities <sup>1</sup>		Survivor annuities		Death-benefit annuities <sup>2</sup>		Permanent pensions	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
<b>1936</b>										
July.....	18	\$901	18	\$901	—	—	—	—	—	—
August.....	18	901	18	901	—	—	—	—	—	—
September.....	185	12,487	185	12,487	—	—	—	—	—	—
October.....	515	33,123	515	33,123	—	—	—	—	—	—
November.....	981	62,208	975	62,054	3	\$72	3	\$81	—	—
December.....	1,742	108,261	1,732	107,918	5	171	5	171	—	—
<b>1937</b>										
January.....	2,500	154,218	2,480	153,468	8	277	12	472	—	—
February.....	3,355	205,361	3,302	203,455	18	605	35	1,300	—	—
March.....	4,247	260,395	4,168	257,469	24	871	55	2,054	—	—
April.....	5,030	309,676	4,878	303,945	46	1,801	106	3,930	—	—
May.....	6,252	385,450	6,000	376,128	76	2,861	176	6,461	—	—
June.....	7,223	446,614	6,870	433,047	115	4,651	238	8,916	—	—
July.....	<sup>3</sup> 61,546	<sup>3</sup> 3,620,765	7,520	474,764	130	5,213	259	9,406	<sup>4</sup> 47,836	<sup>4</sup> \$2,777,768
August.....	<sup>3</sup> 62,528	<sup>3</sup> 3,698,967	9,856	650,701	178	7,077	338	12,423	47,531	2,758,696
September.....	<sup>3</sup> 63,598	<sup>3</sup> 3,787,738	12,588	845,948	225	8,837	403	14,597	47,201	2,740,351
October.....	66,063	3,984,578	18,524	1,235,317	246	9,778	424	15,568	46,899	2,723,914
November.....	73,375	4,472,588	26,090	1,742,215	286	11,448	476	17,379	46,523	2,701,544
December.....	86,632	5,214,726	39,375	2,489,253	353	14,245	578	21,304	46,326	2,689,922
<b>1938</b>										
January.....	91,544	5,509,135	44,546	2,800,584	425	17,070	607	22,366	45,966	2,669,113
February.....	93,794	5,662,837	47,253	2,980,968	464	18,625	600	22,220	45,477	2,641,022
March.....	97,451	5,925,974	51,199	3,260,967	536	21,741	597	22,135	45,119	2,621,130
April.....	102,458	6,281,906	56,403	3,630,992	662	26,363	693	26,096	44,700	2,598,438
May.....	104,866	6,465,950	59,130	3,835,125	751	29,362	676	25,254	44,309	2,576,208
June.....	108,240	6,708,316	62,870	4,097,616	807	31,489	649	24,232	43,914	2,554,978
July.....	110,713	6,882,878	65,612	4,289,625	897	34,701	649	24,021	43,555	2,534,530
August.....	113,680	7,082,345	68,829	4,504,803	974	37,095	643	23,950	43,234	2,516,496
September.....	116,412	7,260,034	71,706	4,695,265	1,114	41,419	689	25,481	42,903	2,497,867
October.....	118,993	7,426,695	74,543	4,878,648	1,196	43,814	655	23,911	42,599	2,480,319
November.....	121,741	7,595,263	77,445	5,060,257	1,310	47,026	715	25,893	42,271	2,462,085
December.....	123,630	7,717,077	79,624	5,200,252	1,372	48,730	703	25,547	41,931	2,442,540
<b>1939</b>										
January.....	125,107	7,812,654	81,452	5,317,101	1,432	50,546	696	25,222	41,527	2,419,784
February.....	126,791	7,927,129	83,522	5,455,021	1,482	51,990	695	25,103	41,092	2,395,013
March.....	128,445	8,035,087	85,473	5,582,687	1,580	54,887	742	26,816	40,650	2,370,695
April.....	129,779	8,124,472	87,132	5,692,229	1,652	57,150	745	26,909	40,250	2,348,182
May.....	131,061	8,211,567	88,734	5,799,982	1,712	58,978	756	27,006	39,859	2,325,599

<sup>1</sup> Includes finally certified annuities, annuities subject to recertification, temporary annuities to former carrier pensioners (beginning with October 1937), and temporary partial annuities (beginning with November 1937). For definitions of forms see pp. 15-16; see also table 9.

<sup>2</sup> In a few cases payments are made to more than 1 person on account of the death of a single individual. Such cases are here counted as single items throughout, completing an adjustment which was carried back only to July 1, 1938, in the Railroad Retirement Board's annual report for 1937-38.

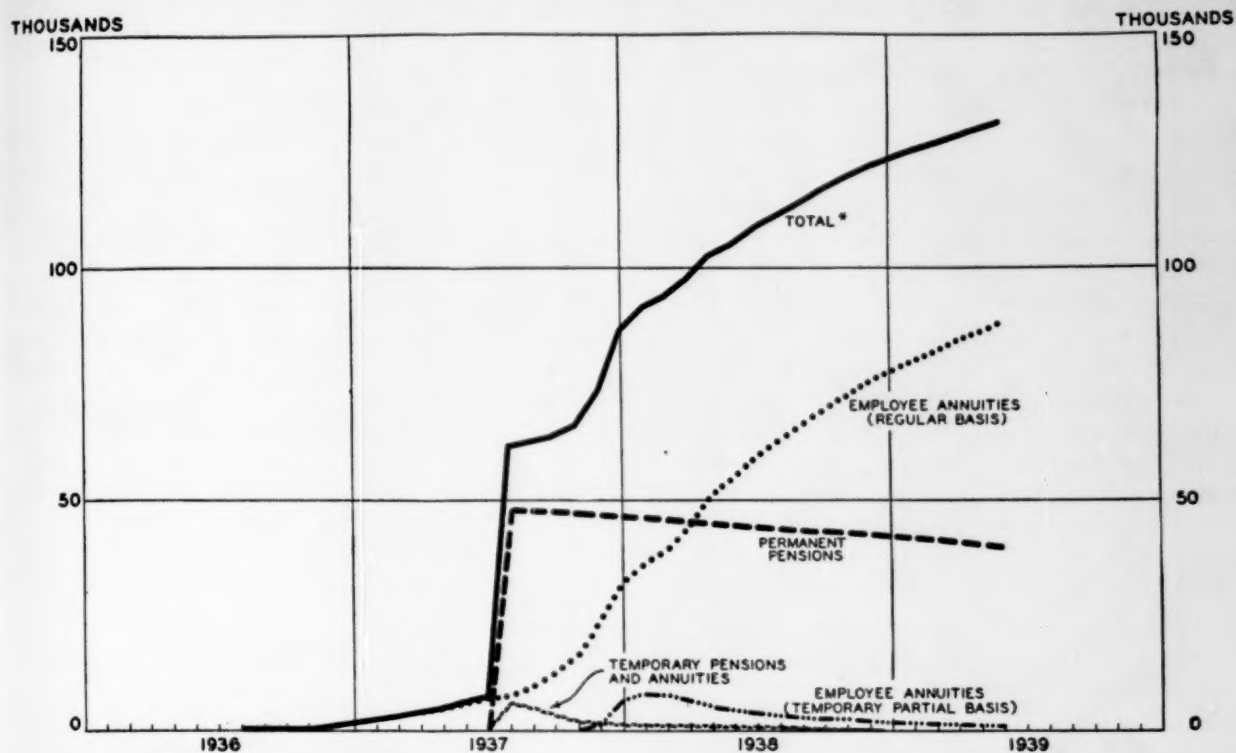
<sup>3</sup> Number of temporary pensioners taken over from carriers' pension rolls on

July 1, 1937, was 6,057, with monthly pensions totaling \$371,096. Of these, there were in force on July 31, 5,801 pensions amounting to \$353,612; on Aug. 31, 4,625 pensions amounting to \$270,065; and on Sept. 30, 3,181 pensions amounting to \$178,003. After Oct. 1, temporary pensions on which amount of annuity was not yet determined were transferred to temporary annuities, the amount of temporary annuity being equal to the amount of pension previously received from the carrier.

<sup>4</sup> Number transferred from carriers' pension rolls on July 1, 1937, was 47,977, with monthly pensions totaling \$2,784,873.



Chart II.—Number of annuities and pensions in force at end of month, by class of payment, July 1936–May 1939



\*Includes death-benefit and survivor annuities.

ber of annuities and pensions in force. As of June 30, 1937, 7,223 annuitants were receiving payments amounting to \$446,600 monthly. The transfer of practically the entire body of carrier pensioners in July 1937 raised the figures as of July 31 to 61,500 annuitants and pensioners and the total monthly amount to \$3.6 million.

From that date the growth in the figures for total annuities and pensions reflects primarily the growth in employee annuities, since the number and amount of pensions in force have declined steadily as a result of deaths among the pensioners. A detailed statement of the new certifications, terminations, and resulting changes in the figures for pensions in force is presented in table 5. The sharp rise in the total annuities and pensions in force in November and December 1937 (table 4) and the steady rise thereafter are directly related to the number of certifications of employee annuities. By June 30, 1938, payments were being made on 108,200 annuities and pensions of all classes at a total monthly rate of \$6.7 million. The increase was not as rapid after June 30, 1938. Nevertheless, by May 31, 1939, the

total number of annuities and pensions in force had risen 21.1 percent to 131,061, and the total amount payable monthly had reached \$8.2 million or 22.4 percent more than on June 30, 1938.

Employee annuities have formed an increasing proportion of this growing total, rising from 22.3 percent of the total monthly amount payable on September 30, 1937, to 61.1 percent as of June 30, 1938, and 70.6 percent as of May 31, 1939. Corresponding figures for pensions were 77.0 percent, 38.1 percent, and 28.3 percent. Survivor annuities<sup>10</sup> have increased slightly, the figures for the three periods being 0.2 percent, 0.5 percent, and 0.7 percent. The increase in the number and amount of survivor annuities is limited by the fact that a relatively small number of annuitants elect such annuities. Death-benefit annuities constituted only 0.4 percent of the total in force on the first two dates, and 0.3 percent on the third. The number of such annuities in force at any one time is limited, since they are payable only on the death of an annuitant under the 1935 act, under which

<sup>10</sup> The remainder of the present article deals only with employee annuities. A separate article on survivor benefits under the Railroad Retirement Act will appear in a later issue of the Bulletin.

few new certifications are being made, and they terminate after 12 monthly payments.

### ***Applications and Certifications for Employee Annuities***

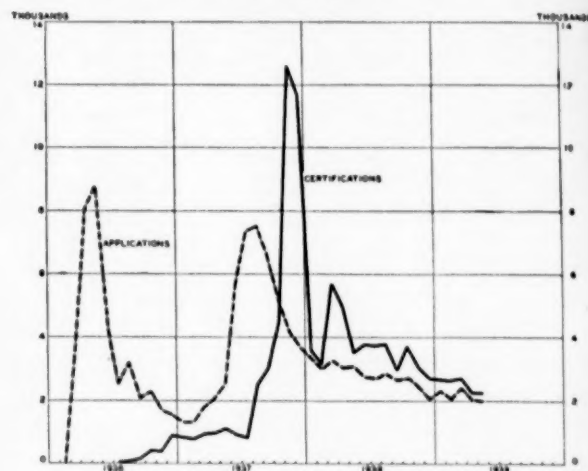
Under the Retirement Act of 1935 annuities were first payable for June 1936. From March through June, 24,800 applications for employee annuities were received by the Board (table 6), and the applications during May were the largest in any one month since the establishment of the railroad retirement system. (See chart III.) On June 30, 1936, on injunction proceedings filed by all the major carriers, the District Court of the United States for the District of Columbia enjoined the Railroad Retirement Board from requiring carriers to furnish at their own expense the information from their records on which the determination of prior-service credit could be based, and enjoined the Commissioner of Internal Revenue from collecting taxes under the Carriers Taxing Act. The number of applications fell off rapidly thereafter, owing to the uncertainty which railroad workers felt as to the future of the retirement system, and in January and February 1937 reached the lowest point in the history of the Board's operations. Eventually, at the suggestion of President Roosevelt, a conference of railroad managements and railroad unions met to devise a mutually acceptable retirement system. On February 18, 1937, the conference agreed upon a series of amendments to the 1935 act to be jointly recommended to Congress.

The number of applications started to rise immediately thereafter and attained another peak, lower than that of May 1936, in July and August, after the approval by the President of the amendatory Railroad Retirement Act of 1937 on June 24. Since August 1937 the rate of application has declined almost uninterruptedly, but more sharply during the fiscal year 1937-38 than during the fiscal year 1938-39. The tendency of the rate of application to level off is an indication that the large number of older workers in the railroad industry who continued to work, in the absence of a firmly established Federal retirement system, have now in the main applied for annuities under the system.

The court order of June 30, 1936, made it difficult for the Board to obtain records of prior service. Therefore, up to the passage of the

amendatory Railroad Retirement Act of 1937 the Board had made only about 7,000 certifications. The peak of certifications of employee annuities was not reached until November and December of 1937 when three shifts were employed in the adjudication of accumulated claims. About a third of the 24,000 annuities certified in these 2 months were awarded on a "temporary partial" basis (see page 16), relying upon employers' summary "short-form" reports of service and compensation of applicants, pending the necessary detailed check of monthly service and compensation records. After December the number of certifications dropped sharply, chiefly as a result of a reduction in personnel imposed by budgetary

**Chart III.—Applications for employee annuities received and claims initially approved for certification, by months, March 1936–May 1939**



limitations. In addition, the number of claims which could be handled on the basis of short-form adjudication decreased, and the number of claims certified on this basis declined rapidly after December. Furthermore, the proportion of difficult cases that remained to be adjudicated increased.

A large proportion of the cases remaining for adjudication involved determination of an employment relation or proof of disability, or both. Under the act of 1935 an applicant was eligible for prior-service credit if he was in active service or in an employment relation to an employer under the act on or after August 29, 1935. An individual was considered to have an employment relation to an employer if he was "furloughed or on leave

of absence and subject to call for service and ready and willing to serve, all in accordance with the established rules and practices usually in effect on railroads." The employment relation provision was broadened in the 1937 act to include absences on account of sickness or disability and to remove the requirement of being "ready and willing to serve" in the case of leave of absence. However, in all cases of employment relation, the individual must have been in that relation on August 29, 1935.

The adjudication of employment-relation claims involves special difficulties. It is necessary to determine first that on the carrier or other employer there existed rules or practices covering furlough, leave of absence, or absence on account of sickness or disability. This determination had to be made craft by craft and railroad by railroad. As of October 31, 1938, employers had submitted over 2,000 separate labor agreements and nearly 1,000 statements of practice, and more

than 2,000 rules and practices covering 21 occupational groups had been summarized.

The next stage is the determination that the particular applicant was on furlough or otherwise absent in accordance with an existing rule or practice. The Board in April 1938 organized a separate unit to handle claims involving this matter. By the end of May 1939, this unit had ruled upon 22,026 individual claims for prior-service credit on the basis of employment relation. In 16,854 or 76.5 percent of these cases the claim of the applicant was sustained, and in the remaining 5,172 or 23.5 percent it was disallowed.

With the decline in the number of applications, the certification of employee annuities has fallen off. The continued excess of certifications over applications each month indicates the certification of claims accumulated from earlier months. The decline in the rate of certification since March 1939 is in part a result of the transfer of personnel from the Division of Retirement Claims in connec-

**Table 5.—Number and monthly amount payable of new certifications for permanent pensions, terminations by death, net adjustments, and number in force and monthly amount payable at end of month, by fiscal years and by months,<sup>1</sup> July 1937–May 1939**

Fiscal year and month	New certifications		Terminations by death		Net adjustments <sup>2</sup>		In force at end of month	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Cumulative through May 1939.....	48,736	\$2,820,049	8,806	\$491,220	-71	-\$3,229	.....	.....
Transferred from carriers' pension rolls, July 1, 1937.....	47,977	2,784,873	.....	.....	.....	.....	.....	.....
Total, 1937-38.....	666	30,346	4,656	257,093	-73	-3,147	.....	.....
1937								
July.....	113	6,102	253	13,173	-1	-32	47,836	\$2,777,768
August.....	102	3,746	346	19,460	-61	-3,355	47,531	2,758,699
September.....	73	3,670	382	21,102	-21	-915	47,201	2,740,351
October.....	32	2,183	325	18,310	-9	-310	46,899	2,723,914
November.....	55	2,274	435	24,978	4	333	46,323	2,701,544
December.....	160	7,564	360	19,462	3	277	46,326	2,689,923
1938								
January.....	53	1,712	431	23,428	18	906	45,906	2,669,113
February.....	14	404	509	28,734	6	299	45,477	2,641,023
March.....	28	1,264	384	20,945	-2	-212	45,119	2,621,130
April.....	19	846	444	24,117	6	594	44,700	2,598,453
May.....	14	570	401	22,065	-4	-151	44,309	2,576,208
June.....	3	8	386	20,713	-12	-521	43,914	2,554,978
Total, 1938-39 to May 31.....	93	4,829	4,150	234,127	2	-81	.....	.....
1939								
July.....	2	108	365	20,697	4	139	43,555	2,534,530
August.....	6	291	320	17,981	-7	-344	43,234	2,516,496
September.....	8	387	341	19,196	2	179	42,903	2,497,867
October.....	7	333	317	18,124	6	244	42,599	2,480,319
November.....	55	2,995	384	21,091	1	-138	42,271	2,462,085
December.....	3	178	347	20,024	4	306	41,931	2,442,546
1939								
January.....	7	325	403	22,848	-8	-239	41,527	2,419,784
February.....	-1	-80	423	24,104	-11	-586	41,092	2,395,013
March.....	0	-11	450	24,097	8	391	40,650	2,370,695
April.....	5	242	416	23,252	11	496	40,250	2,348,182
May.....	1	58	384	22,109	-8	-532	39,859	2,325,599

<sup>1</sup> Correction for a claim that has been certified or terminated in error or for an incorrect amount is made in figures for month in which error is discovered and not in those for month in which error was made. To this extent, number and amount shown for any given month differ slightly from actual monthly activity.

<sup>2</sup> Terminations because of suspension and return to service are subtracted, and reinstatements of suspended pensions are added. Recertifications of pensions result in additions to amount but not to number of cases. For this reason, amount of adjustment bears no relation to net number of cases adjusted.



tion with the organization of an administrative staff for the Railroad Unemployment Insurance Act.

To May 31, 1939, a total of about 13,000 appli-

**Table 6.—Applications for employee annuities received and claims initially approved for certification, by fiscal years and by months, March 1936–May 1939**

Fiscal year and month	Applications received <sup>1</sup>	Claims initially approved for certification <sup>2</sup>		
		Total <sup>3</sup>	Regular annuities	Temporary partial annuities
Cumulative through May 1939.	131,691	99,336	86,964	12,372
Total, 1935–36 (4 months)	24,770			
1936				
March	3,471			
April	8,049			
May	8,780			
June	4,470			
Total, 1936–37	27,929	7,386	7,386	
July	2,490	18	18	
August	3,205	53	53	
September	2,064	148	148	
October	2,263	396	396	
November	1,698	373	373	
December	1,534	887	887	
1937				
January	1,319	830	830	
February	1,319	768	768	
March	1,778	933	933	
April	2,059	960	960	
May	2,511	1,112	1,112	
June	5,689	908	908	
Total, 1937–38	52,895	59,644	48,661	10,983
July	7,355	787	787	
August	7,542	2,499	2,499	
September	6,572	3,013	3,013	
October	5,149	4,426	4,426	
November	4,169	12,615	9,510	3,105
December	3,679	11,689	7,129	4,560
1938				
January	3,346	3,574	2,335	1,239
February	2,973	3,146	2,395	751
March	3,259	5,719	5,246	473
April	3,041	4,901	4,477	424
May	3,077	3,508	3,266	242
June	2,733	3,767	3,578	189
Total, 1938–39 to May 31	26,097	32,306	30,917	1,389
July	2,690	3,733	3,562	171
August	2,846	3,771	3,575	196
September	2,655	2,939	2,826	113
October	2,684	3,716	3,539	177
November	2,438	3,018	2,874	144
December	2,068	2,697	2,575	122
1939				
January	2,274	2,676	2,573	103
February	2,059	2,616	2,497	119
March	2,385	2,682	2,591	91
April	2,014	2,208	2,142	66
May	1,984	2,250	2,163	87

<sup>1</sup> Based on month claim number was assigned.

<sup>2</sup> Annuities certified on a "subject-to-recertification" basis after check of part of service and compensation are included with "regular annuities" certifications. Temporary annuities to former carrier pensioners are not included as certifications.

<sup>3</sup> After a claim is approved for certification by the Division of Retirement Claims some time is required before it goes through the stages needed for regular certification to the Secretary of the Treasury for payment. As a result, the figures of monthly certifications here given differ from, and on a cumulative basis are somewhat larger than, the figures of new certifications of employee annuities to the Treasury, as given in table 7.

cants for employee annuities was held ineligible for such annuities. This does not include applicants who were ineligible when their claim was first adjudicated and subsequently became eligible, mainly by attaining age 65, or age 60 if disabled, and were granted an annuity. Many of the 13,000 individuals at present ineligible will likewise subsequently become eligible. Among the ineligible cases are about 1,400 former carrier pensioners who applied for employee annuities, were found ineligible for such annuities, and were granted pensions under the 1937 act.

### Changes of Employee Annuities in Force

Table 7 shows in greater detail than does table 4 the increase in the number of employee annuities in force. It gives for each month the new certifications of annuities to the Treasury and the terminations by death reported to the Board. The differences between these two figures primarily determine the increase in the number of employee annuities in force. The figures of new certifications to the Treasury here given differ from, and on a cumulative basis lag somewhat behind, the figures given in table 6 of claims approved for certification. After a claim is approved for certification it takes a number of days for it to pass through the several further steps required for regular certification to the Treasury for payment.

The gradual increase in the number of deaths among employee annuitants, amounting to approximately 600 a month for the past 5 months, may be seen from table 7. Since new certifications continue to exceed terminations by death, the number of employee annuities in force has increased from month to month and will continue to increase for some time to come.

### Status of Certification

With adjudication of prior-service credit depending upon records in the possession of private employers, considerable delay arises in many cases before service and compensation can be completely checked. Among the most important factors causing delay are the indefiniteness of the information furnished by many applicants, the bad condition and relative inaccessibility of some employers' records, and in general the time required to check an individual's name through more than 400 pay rolls, of one or more railroads. It would have entailed considerable hardship for

applicants if at the peak of annuity applications the Board had insisted on certification only on the basis of a complete check of all relevant records of service and compensation. Instead it adopted the practice of certifying annuities on four different bases adapted to certain typical problems of adjudication:

- (1) *Finally certified annuities*, with all relevant service and compensation records and all other data bearing on the adjudication of the claims completely checked. The

largest proportion of annuities are initially certified on a final basis.

- (2) *Annuities subject to recertification*, initially certified on the basis of a month-to-month check of only part of the relevant service and compensation,<sup>11</sup> the amount of the annuity in these cases being subject to recertification when the remaining service has been checked.

<sup>11</sup> In a small proportion of cases annuities are "subject to recertification" because, although all relevant service and compensation records have been checked, certain other data necessary for final determination have not yet been furnished to the Board.

Table 7.—Number and monthly amount payable of new certifications for employee annuities,<sup>1</sup> terminations by death and net adjustments, and number in force and monthly amount payable at end of month, by fiscal years and by months,<sup>2</sup> July 1936–May 1939

Fiscal year and month	New certifications <sup>3</sup>		Terminations by death		Net adjustments <sup>4</sup>		In force at end of month	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Cumulative through May 1939.....	98,653	\$6,030,465	9,627	\$615,694	-320	\$384,104	-----	-----
Total, 1936-37.....	7,158	445,285	284	17,414	-4	5,175	-----	-----
1936								
July.....	18	901					18	\$901
August.....							18	901
September.....	167	11,560				25	185	12,487
October.....	333	20,823	3	197		9	515	33,123
November.....	467	29,045	6	426	-1	312	975	62,054
December.....	767	46,265	9	508	-1	197	1,732	107,918
1937								
January.....	771	45,850	21	1,144	-2	843	2,480	153,468
February.....	845	50,615	23	1,446		818	3,302	203,455
March.....	906	55,709	40	2,582		887	4,168	257,469
April.....	764	49,505	54	3,303		273	4,678	303,945
May.....	1,179	74,450	58	3,463	1	1,195	6,000	376,128
June.....	941	60,557	70	4,250	-1	612	6,870	433,047
Total, 1937-38.....	58,682	3,612,542	2,815	177,693	-151	217,065	-----	-----
July.....	719	45,033	66	4,357	-3	1,041	7,520	474,764
August.....	2,452	180,842	115	6,654	-1	1,748	9,856	650,701
September.....	2,836	200,166	100	5,856	-4	937	12,588	845,948
October.....	4,156	293,498	108	7,208	-2	676	16,634	1,132,914
November.....	5,361	555,911	164	11,210	-7	1,531	24,824	1,678,947
December.....	13,790	772,626	224	13,935	-3	3,904	38,387	2,441,542
1938								
January.....	5,687	318,610	338	20,897	-3	22,896	43,733	2,762,152
February.....	3,041	179,373	265	17,467	-16	21,406	46,493	2,945,465
March.....	4,427	257,335	309	18,942	-37	49,154	50,574	3,233,012
April.....	5,775	349,539	388	23,531	-40	50,537	55,921	3,609,557
May.....	3,283	203,590	397	25,127	-31	31,386	58,776	3,819,406
June.....	4,155	256,015	341	22,505	-4	32,045	62,586	4,084,961
Total, 1938-39 to May 31.....	32,813	1,972,637	6,528	420,586	-165	161,863	-----	-----
July.....	3,325	206,144	494	33,216	-27	21,857	65,390	4,279,748
August.....	3,767	232,647	476	31,962	-27	16,712	68,654	4,407,145
September.....	3,561	216,745	622	40,357	-22	15,743	71,571	4,689,276
October.....	3,443	206,961	575	37,103	-7	14,495	74,432	4,873,630
November.....	3,490	203,046	574	35,910	-3	15,036	77,345	5,055,803
December.....	2,838	167,137	623	38,820	-10	12,923	79,550	5,197,043
1939								
January.....	2,498	148,644	645	41,354	-5	10,496	81,398	5,314,830
February.....	2,716	164,562	642	41,846	1	15,128	83,473	5,452,974
March.....	2,638	155,852	648	41,033	-32	13,236	85,431	5,581,030
April.....	2,327	137,817	651	42,202	-7	14,269	87,100	5,690,914
May.....	2,210	133,077	578	37,078	-26	11,962	88,706	5,798,875

<sup>1</sup> Excludes temporary annuities to former carrier pensioners. For this reason, figures in force differ somewhat from those in table 4.

<sup>2</sup> Correction for a claim that has been certified or terminated in error or for an incorrect amount is made in figures for month in which error is discovered and not in those for month in which error was made. To this extent, number and amount shown for any given month differ slightly from actual monthly activity.

<sup>3</sup> The number of new certifications to the Secretary of the Treasury in each month differ from, and on a cumulative basis lag somewhat behind, the number of applications approved for certification, as given in table 6. The

reason for this lag is indicated in footnote 3, table 6. The figures of new certifications given here also differ slightly from those in table 10, which are unrevised figures.

<sup>4</sup> Reinstatements of suspended annuities are added, while terminations for reasons other than death, including suspensions, returns to service, and commuted lump-sum annuity payments are subtracted. Recertifications of employee annuities result in additions to amount but not to number of cases. For this reason, amount of adjustment bears no relation to net number of cases adjusted. Net adjustment in amount is always positive, because of preponderant effect of recertifications.

- (3) *Temporary partial annuities*, certified on the basis of a summary report of service and compensation received from the employer but not verified from month-to-month service and compensation records. This procedure was applied only to employees retiring from active service at age 65 or over. The amount of the annuity calculated from the data on this "short-form" statement is reduced by approximately one-third so that the amount of the temporary partial annuity will virtually never be greater than the amount of the annuity when finally determined on the basis of a detailed check of service and compensation records. The amount of annuity in such cases is subject to recertification, retroactively to the accrual date, when the detailed month-to-month check of service and compensation has been made.

- (4) *Temporary annuities* to former carrier pensioners, who could not under the 1937 act be paid pensions beyond October 1, 1937, because they were eligible for an annuity, but the amount of whose annuity could not be determined by that date because of the difficulty of checking their service and compensation records. They were therefore given temporary annuities equal in amount to their pension. When certification of the amount of the annuity is eventually made on the basis of service and compensation under the act, this is not counted as a "recertification" on the Board's records, but as an initial certification.

Table 8 shows month by month the number of employee annuities approved for recertification.<sup>12</sup> The figures include recertifications both of temporary partial annuities and of annuities subject to recertification. Recertifications were not made in any large number until January 1938, when 1,244 annuities were recertified. This was about one-third as large as the number of initial certifications in that month. The largest number of annuities approved for recertification, 2,897, was made in March 1938—about one-half as many as

<sup>12</sup> In from 15 to 20 percent of these cases the annuity has been recertified on an incomplete basis, subject to further recertification when the complete reports become available.

the initial certifications in that month. In 1939 recertifications have approximated one-half the number of initial certifications.

Table 8.—*Number of employee annuities approved for recertification<sup>1</sup> prior to July 1, 1937, and by fiscal years and months, July 1937–May 1939*

Fiscal year and month	Number of recertifications	Fiscal year and month	Number of recertifications
Cumulative through May 1939.....	24,862	Total, 1938-39 to May 31.....	11,945
Prior to July 1, 1937.....	411	1938	
Total, 1937-38.....	12,917	July.....	1,283
1937		August.....	1,136
July.....	95	September.....	1,070
August.....	132	October.....	1,022
September.....	81	November.....	1,031
October.....	72	December.....	1,049
November.....	131	1939	
December.....	306	January.....	1,041
1938		February.....	1,045
January.....	1,244	March.....	1,264
February.....	1,839	April.....	1,081
March.....	2,897	May.....	923
April.....	2,242		
May.....	1,680		
June.....	1,787		

<sup>1</sup> Includes recertifications of annuities initially awarded either on a "subject to recertification" basis or on a "temporary partial" basis.

Table 9 shows employee annuities in force at the end of each month, classified by status of certification. The proportion of annuities in force certified temporarily without a detailed check of service and compensation records has diminished to a negligible amount. As a combined result of the decline in the number of new certifications made on a temporary partial basis and the recertification of many of these annuities after check of service and compensation, the number in force on a temporary partial basis has fallen rapidly. At the end of January 1938 they constituted 17.1 percent of all employee annuities in force. By the end of June 1938 they had dropped to 5.2 percent and by the end of May 1939 to 0.9 percent. Over the same period the number of temporary annuities was steadily reduced by determination of the amount of the annuity on the basis of service and compensation, and only 28 were in force on this basis as of May 31, 1939.<sup>13</sup>

The large amount of work involved in checking detailed service and compensation records and the resulting delay in collecting from employers' records all the data needed for final certification

<sup>13</sup> In addition, there were 112 temporary annuitants who had died before their regular annuity was determined or whose annuity was suspended as of May 31, 1939. Annuity determinations remain to be made in these cases.



remain a problem for the Board. Consequently, the Board has continued to find it advisable to certify a substantial number of claims on a "subject-to-recertification" basis. Of initial certifications of employee annuities on a regular basis during the past year, approximately 25 percent each month have been awarded on a subject-to-recertification basis.

### Types of Employee Annuities

Employee annuities fall into two main groups—age and disability. Age annuities are of two kinds—those accruing at or after age 65 and those beginning before 65 for individuals who have had at least 30 years of credited service. Under the 1937 act but not under the 1935 act such annuities are limited to persons at least 60 years of age. The amount of annuity is reduced at the rate of 1/180 for each calendar month by which the annuitant is under 65 at the time the

annuity begins to accrue.<sup>14</sup> Disability annuitants are also of two kinds—those who have had 30 years of credited service when the annuity begins to accrue and those who have had less than 30 years of credited service. The latter must be at least 60 years of age when the annuity begins to accrue, and the amount of the annuity is reduced as for age annuities beginning before age 65.

Table 10 shows the number and percentage distribution of new certifications in each month by type of annuity. The proportion of age annuities 65 and over among new certifications was considerably lower and the proportion of the three

<sup>14</sup> Under the 1935 act but not under the 1937 act such a deduction of 1/180 is made for each month an individual continued in the service of an employer under the act after age 65, except during any period between ages 65 and 70 if a continuance-in-service agreement was filed with the Board. This applies only to age annuitants, since all disability annuities must begin before age 65. There were 1,763 such cases under the 1935 act as of June 30, 1938. The deductions for such annuities were very small, the average reduction at that time being only \$1.63 per month. Such cases are included with the age retirements at age 65 or over. This reduction does not apply to carrier officials and employee representatives.

Table 9.—Number of employee annuities in force and monthly amount payable at end of month by status of certification, July 1936–May 1939

Month	All employee annuities		Regular annuities <sup>1</sup>		Temporary partial annuities <sup>2</sup>		Temporary annuities to former pensioners	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount
<b>1936</b>								
July.....	18	\$901	18	\$901				
August.....	18	901	18	901				
September.....	185	12,487	185	12,487				
October.....	515	33,123	515	33,123				
November.....	975	62,054	975	62,054				
December.....	1,732	107,918	1,732	107,918				
<b>1937</b>								
January.....	2,480	153,468	2,480	153,468				
February.....	3,302	203,455	3,302	203,455				
March.....	4,168	257,469	4,168	257,469				
April.....	4,878	303,945	4,878	303,945				
May.....	6,000	376,128	6,000	376,128				
June.....	6,870	433,047	6,870	433,047				
July.....	7,520	474,764	7,520	474,764				
August.....	9,856	630,701	9,856	630,701				
September.....	12,588	845,948	12,588	845,948				
October.....	18,524	1,235,317	16,634	1,132,914			1,890	\$102,402
November.....	26,090	1,742,215	23,836	1,626,540	988	\$52,406	1,266	63,268
December.....	39,375	2,489,253	32,095	2,161,443	6,292	280,099	988	47,710
<b>1938</b>								
January.....	44,546	2,800,584	36,094	2,427,667	7,639	334,485	813	38,431
February.....	47,253	2,980,968	38,917	2,620,952	7,876	324,513	700	35,502
March.....	51,199	3,290,967	44,203	2,970,104	6,371	262,908	625	27,954
April.....	56,403	3,630,992	51,015	3,414,365	4,906	195,191	482	21,435
May.....	59,130	3,835,125	54,721	3,661,821	4,055	157,585	354	15,719
June.....	62,870	4,097,616	59,301	3,960,663	3,285	124,298	284	12,654
July.....	65,612	4,289,625	62,473	4,169,971	2,917	109,776	222	9,877
August.....	68,829	4,504,803	65,979	4,397,353	2,675	99,791	175	7,657
September.....	71,706	4,695,265	69,097	4,597,230	2,474	92,046	135	5,989
October.....	74,543	4,878,648	72,170	4,790,645	2,262	82,985	111	5,018
November.....	77,445	5,060,257	75,274	4,979,152	2,071	76,651	100	4,453
December.....	79,624	5,200,252	77,636	5,126,380	1,914	70,662	74	3,208
<b>1939</b>								
January.....	81,452	5,317,101	79,585	5,248,055	1,813	66,774	54	2,270
February.....	83,522	5,455,021	81,881	5,394,106	1,592	58,868	49	2,046
March.....	85,473	5,582,687	84,014	5,529,543	1,417	51,486	42	1,657
April.....	87,132	5,692,229	85,980	5,650,497	1,120	40,417	32	1,315
May.....	88,734	5,799,982	87,882	5,769,949	824	28,926	28	1,106

<sup>1</sup> Certified on basis of detailed check of all or part of relevant service and compensation records, including cases certified on a "subject-to-recertification" basis.

<sup>2</sup> Certified on basis of "short-form" statement of service and compensation without detailed check of service and compensation records.

other types considerably higher in the period from July 1, 1938, to May 31, 1939, than for the earlier period. At the beginning of the retirement system there was a greater accumulation of persons eligible for age retirements above 65 than for age retirements below 65 or for disability annuities. Not only were there a great many workers in active service who had continued to work long after the age of 65, but there was also an accumulation of disabled workers over age 65 who were eligible only for age annuities. Had the retirement system been in existence at the time these workers became disabled they would have qualified for disability annuities.

The increase in the proportion of disability annuities shown in the table is due also in part to the fact that under the 1937 act disabled employees between 60 and 65 years of age are eligible for disability annuities, even though they do not have 30 years of service. In addition, under this provision, persons who have left the railroad industry with less than 30 years of credited service will be eligible for a disability annuity at age 60 if they become disabled subsequent to leaving the railroad industry. Furthermore, the 1937 act extended the definition of employment relation to include absence from work because of sickness or disability.

Administrative factors also affected the low rate of certification of disability annuities in the earlier period. The greater lag in the certification of such annuities was due in part to the relatively large proportion of disability cases involving the establishment of employment relation, which as has been indicated took a longer time to adjudicate. In part it was due to the difficulty of determining the existence of disability within the meaning of the 1937 act. That act defined disability as "total and permanent disability for regular employment for hire" whereas under the 1935 act employees "retired by a carrier on account of mental or physical disability" were entitled to a disability annuity, if otherwise eligible.

To expedite certification, the Board in October 1937 set up a Disability Rating Board to pass upon claims for disability annuities. Through June 1938, the Rating Board handled 8,040 disability claims at the rate of 993 a month as compared with a total of 13,228 in the 11 months from July 1, 1938, to May 31, 1939, at the rate of 1,202 a month (table 11).

Table 10.—Distribution of new certifications of employee annuities by type of annuity, cumulative through June 1938 and through May 1939, and by months, July 1938–May 1939

[Preliminary figures]					
Year and month	Total <sup>1</sup>	Age annuities		Disability annuities	
		65 and over <sup>2</sup>	Under 65 <sup>2</sup>	30 years of service	Less than 30 years
	Number				
Cumulative through May 1939.....	98,536	78,361	4,738	11,164	4,273
Cumulative through June 1938 <sup>3</sup> .....	65,683	57,500	2,442	4,897	844
Total, July 1938–May 1939.....	32,853	20,861	2,296	6,267	3,429
1938					
July.....	3,322	2,163	221	688	250
August.....	3,771	2,315	250	833	373
September.....	3,556	2,384	216	683	273
October.....	3,445	1,998	277	738	432
November.....	3,491	2,374	221	578	318
December.....	2,847	1,889	185	482	291
1939					
January.....	2,500	1,593	183	434	290
February.....	2,725	1,624	232	509	360
March.....	2,638	1,678	183	438	339
April.....	2,347	1,439	163	470	275
May.....	2,211	1,404	165	414	228
Percentage distribution					
Cumulative through May 1939.....	100.0	79.6	4.8	11.3	4.3
Cumulative through June 1938.....	100.0	87.5	3.7	7.5	1.3
Total, July 1938–May 1939.....	100.0	63.5	7.0	19.1	10.4

<sup>1</sup> Distribution based on figures of new certifications to the Secretary of the Treasury before certain minor corrections were made. Figures of total new certifications during month, therefore, differ slightly from figures in table 7.

<sup>2</sup> Figures for periods after June 30, 1938, are not exactly comparable with those prior to that date, since the earlier figures include in "age 65 and over" age annuities which accrue in calendar month of annuitant's 65th birthday and therefore are not subject to reduction. However, such cases constituted less than 1 percent of all finally certified annuities in force as of June 30, 1938, and proportion since that time is probably not much greater.

<sup>3</sup> See footnote 2. Of all finally certified age annuities in force as of June 30, 1938, which began before age 65, 25.1 percent began within calendar month of annuitant's 65th birthday and were not subject to reduction.

<sup>4</sup> 130 annuities, payment on which was suspended as of June 30, 1938, are excluded.

Of the 21,276 claims handled to the end of May by the Disability Rating Board, 15.7 percent have been disallowed. Claims disallowed constituted 9.6 percent of the total handled during the fiscal year 1937–38, as compared with 19.4 percent in the next fiscal year.<sup>15</sup> The larger proportion of disallowances in the later period is probably due to the fact that the clearer cases of disability tend

<sup>15</sup> In many cases in which a claim for a disability annuity was disallowed, the applicant may have been awarded an age annuity with reduction for early retirement if he met the 30-year service and 60-year age requirement. Of disability claims disallowed up to Oct. 31, 1938, about 56 percent were awarded such annuities.

to be adjudicated first and that the Board delays in disallowing a claim until the applicant has had every chance to prove his claim.

The larger proportion of disability annuitants among new certifications in recent months, although in part due to the certification of an accumulation of disability claims, is also due to a real change in the proportion of disability claimants. Analysis of applications for employee annuities received by the Board during the 5 months from December 1938 to April 1939 shows that from 28.1 percent to 30.6 percent of the applicants each month claimed disability annuities. Even if, as the experience of the Board to date indicates, between 15 and 20 percent of these disability claims will be disallowed, the proportion of disability annuities resulting from applications received during these 5 months will be considerably in excess of that among annuities certified to June 30, 1938.

#### Changes in Characteristics of Employee Annuities

The Board's last annual report (pages 77-89) analyzed differences among the four types of employee annuities for all final certifications up to June 30, 1938, whether or not initially certified on a final basis.<sup>16</sup> Similar figures since June 30, 1938, are available only for April and May 1939, and on a slightly different basis. The figures for the latter 2 months relate only to new certifications *initially* made on a final basis. There are difficulties in comparing characteristics of the relatively small number of certifications made in a single month with those for the accumulated certifications to June 30, 1938. In arriving at any general picture, the averages for the first period will have a predominant weight for some time to come. Over-all figures for the long initial period may conceal changes within the period itself, and the stability of the characteristics shown in the figures for 2 recent months is open to question when changes occurring in the intervening period can only be inferred. Furthermore, certifications made during the 2 recent months include some applications received prior to June 30, 1938. However, comparisons with the bench mark pro-

<sup>16</sup> Comparisons are based only on finally certified annuities to eliminate the effect of the variable factors which may temporarily prevent final certification. The proportions of annuities of the various types among final certifications and among those subject to recertification differ in some respects. Compare percentage distributions in tables 10 and 12.

Table 11.—Disability claims handled by the Disability Rating Board, by fiscal years and by months, October 1937–May 1939

Fiscal year and month	Total claims handled	Claims granted	Claims disallowed <sup>1</sup>
Cumulative through May 1939.	21, 276	17, 939	3, 337
Total, 1937-38 (9 months).....	8, 048	7, 279	769
1937			
October <sup>2</sup> .....	104	97	7
November.....	402	352	50
December.....	513	475	38
1938			
January.....	428	413	15
February.....	423	387	36
March.....	725	656	69
April.....	1, 499	1, 341	158
May.....	2, 079	1, 896	183
June.....	1, 875	1, 662	213
Total, 1938-39 to May 31.....	13, 228	10, 660	2, 568
July.....	1, 990	1, 579	411
August.....	1, 710	1, 374	336
September.....	1, 167	959	208
October.....	1, 322	1, 054	268
November.....	1, 224	947	277
December.....	949	692	257
1939			
January.....	1, 059	835	224
February.....	961	812	149
March.....	1, 044	856	188
April.....	914	785	129
May.....	888	767	121

<sup>1</sup> Of these applicants, those who met the 30-year service, 60-year age requirements were granted age annuities with reduction of 1/180 for each month during which they were less than 65 on accrual date. Of claims disallowed up to Oct. 31, 1938, approximately 56 percent were granted such annuities.

<sup>2</sup> Covers period from Oct. 19, 1937, when Disability Rating Board was set up, to end of month.

vided by the figures to June 30, 1938, are given in table 12 as indicating in a general way changes in characteristics of different types of employee annuities.

The average age at retirement was 64.7 on April and 65.1 on May certifications as compared with 68.5 on all final certifications to June 30, 1938. Each type of annuity except age annuities under 65 showed a lower average attained age at retirement in the later period. The higher age at retirement of annuitants 65 and over in the earlier period reflects the large number of very aged persons who retired at the beginning of the system. The lower average age, in the later months, of disability retirements with 30 years of service probably results from the fact that such retirements are now on a more current basis, with a greater number of eligible persons applying for disability annuities when they become disabled.

The difference in average age at retirement, as between earlier and later periods, is greater for all annuitants than for any single group. This is due to the much greater proportion, in the later period, of the three types of annuity beginning



before age 65, as shown in column 2 of the table.

Table 12 compares the certifications up to June 30, 1938, and those for recent months in terms of average "normal" annuity, "single-life" annuity, and "actual" annuity. The normal annuity is calculated by the annuity formula (see footnote 4, page 4) from credited service and average monthly compensation. The single-life annuity is the normal annuity less deductions, if any, for retirement under 65. Such deductions are, under the 1937 act, applicable to all age annuities beginning before age 65, and to all disability annuities based on less than 30 years of service.<sup>17</sup> The actual annuity paid is the single-life annuity less deductions, if any, resulting from elections of joint and survivor annuities. For the large majority of the annuitants the actual annuity is the same as the normal annuity.

The average normal annuity was \$71 up to June 30, 1938, and was about \$2.50 or 4 percent less for April and May 1939. This difference is the resultant of differences in average credited

service and average monthly compensation. The average monthly compensation for all employee annuitants was only slightly lower in April and May of 1939 than for the earlier period. The most marked difference was shown by disability annuitants with less than 30 years of service.

Months of credited service, however, averaged about 4 percent less in April and May for all annuities. The average credited service for disability annuitants with less than 30 years of credited service was less by 8.4 percent in April and by 11.2 percent in May than for earlier annuities of this type. The reason for this difference is not clear from the data at present available. For age annuities 65 and over the corresponding figures were 6.1 percent and 5.5 percent. This difference is primarily due to the smaller proportion of very aged in the certifications of recent months, as reflected in the difference in the retirement age. These older annuitants are more likely to have longer years of service. Thirty years of credited service is a requirement for annuities of the other two types.

Table 12.—Summary of characteristics, by type of annuity, of finally certified employee annuities certified to the Secretary of the Treasury to June 30, 1938,<sup>1</sup> and during April and May 1939<sup>2</sup>

Type of annuity and month or period	Number of annuities	Percent of total for month or period	Average						
			Age at retirement <sup>3</sup>	Months of credited service <sup>4</sup>	Monthly compensation	Normal annuity <sup>5</sup>	Reduction for retirement before 65 <sup>6</sup>	Single-life annuity <sup>7</sup>	Actual annuity <sup>8</sup> (after reduction for joint and survivor annuity)
<b>All annuities:</b>									
To June 30, 1938.....	53,889	100.0	68.5	333.4	\$158.39	\$70.94	(*)	\$70.48	\$69.06
April 1939.....	1,665	100.0	64.7	322.0	155.52	68.32	(*)	66.43	65.89
May 1939.....	1,619	100.0	65.1	321.9	156.73	68.50	(*)	66.67	66.07
<b>Age annuities:</b>									
65 <sup>9</sup> and over:									
To June 30, 1938.....	47,431	88.0	69.5	330.8	156.17	69.77	(*)	\$ 69.70	68.30
April 1939.....	958	57.5	68.1	310.5	153.26	66.01	(*)	66.01	65.42
May 1939.....	980	60.5	68.4	312.6	150.57	65.14	(*)	65.11	64.41
Under 65 <sup>10</sup> :									
To June 30, 1938.....	1,186	2.2	62.4	* 360.0	167.16	78.11	\$13.72	64.39	63.53
April 1939.....	130	7.8	62.2	* 360.0	161.98	76.33	14.38	61.95	60.82
May 1939.....	123	7.6	62.4	* 360.0	167.47	78.00	14.30	63.70	62.65
<b>Disability annuities:</b>									
30 years of credited service:									
To June 30, 1938.....	4,721	8.8	60.0	* 360.0	182.20	83.37	(*)	83.37	81.43
April 1939.....	431	25.9	58.9	* 360.0	170.02	79.25	(*)	79.25	79.15
May 1939.....	386	23.8	58.8	* 360.0	181.67	82.81	(*)	82.81	82.81
Less than 30 years of credited service:									
To June 30, 1938.....	551	1.0	62.4	276.4	125.80	49.91	9.14	40.77	40.21
April 1939.....	146	8.8	62.1	253.3	121.78	44.13	8.82	35.31	34.38
May 1939.....	130	8.0	61.9	243.4	118.86	42.36	9.26	33.10	32.12

<sup>1</sup> Excludes a small number of annuities, payments on which were suspended as of June 30, 1938, or which had been commuted into lump-sum payments.

<sup>2</sup> Preliminary.

<sup>3</sup> Attained age at time annuity began to accrue.

<sup>4</sup> Average actual months of credited service is given here, even though in computing the annuity an ultimate fraction of 6 months or more is credited as a full year of service.

<sup>5</sup> Normal annuity is annuity calculated solely on basis of annuity formula. From this amount reduction is made at rate of  $\frac{1}{160}$  for each calendar month that annuitant is less than 65 years old at time his annuity begins, except in case of disability annuitants with 30 years of service. Under the 1935 act but not under the 1937 act similar reduction was made for each month that an employee had continued in service between age 65 and 70, unless a continu-

ance-in-service agreement was signed, and after age 70 under any circumstances. Single-life annuity is annuity after such reduction has been made, and is the same as normal annuity except where such reductions are applicable. Actual annuity is single-life annuity minus reduction applied in those cases in which a joint and survivor annuity is elected.

<sup>6</sup> Reductions applicable to only a small proportion of total number of annuities; therefore no average reduction for all annuities is shown.

<sup>7</sup> Not applicable under 1937 act. Reduction shown for period to June 30, 1938, results from 1935 act retirements between age 65 and 70 without continuance-in-service agreements or after age 70. See footnote 14, p. 17.

<sup>8</sup> 30 years of credited service is required for these annuities, and all annuitants of this type are credited with exactly 30 years of service.

<sup>9</sup> Not applicable under either act.

Reductions for retirement before age 65 averaged \$14 for age annuitants under 65 and \$9 for disability annuitants with less than 30 years of service. Averaged over all annuities, these reductions give an average single-life annuity of \$70.50 up to June 30, 1938, or 46 cents less than the average normal annuity, as compared with \$66.50 or about \$1.85 less than the normal annuity for certifications in the later months. The difference results primarily from the fact that annuities of the two types subject to reduction were a larger proportion of the later than of the earlier certifications. (See column 3.)

The reduction for the 3,785 joint and survivor annuities finally certified up to June 30, 1938, averaged \$20.26 or 28.6 percent of their single-life annuities. However, when these deductions are averaged over all finally certified annuities, they give an average actual annuity of only \$1.42 less than the average single-life annuity up to June 1938. For the later 2 months, the corresponding difference between average single-life and actual annuities was \$19.09 or 33.3 percent for the 112 joint and survivor annuities, and 57 cents when averaged over all finally certified annuities.

The proportion of joint and survivor elections has been lower for annuities certified under the 1937 act than under the 1935 act. The 1937 act eliminated joint and survivor annuities for individuals who receive a full disability annuity and placed greater restrictions upon the election of such annuities by others. The act provides that, on and after January 1, 1938, no individual can elect a joint and survivor annuity unless he furnishes proof of health satisfactory to the Board, or unless he makes his election at least 5 years before the accrual date of his annuity.

Actual annuities averaged approximately \$69 up to June 1938 and approximately \$66 for the 2 recent months. In all periods the highest average actual annuities are drawn by disability annuitants with 30 years of credited service, the lowest by disability annuitants with less than 30 years of credited service. The average annuities of the latter group are less than 50 percent of the former, resulting mainly from their lesser months of credited service and lower average monthly compensation, and from the deduction for retirement before age 65 which is applied to such annuities.

# AGE, SEX, AND COLOR OF WAGE EARNERS FOR WHOM DEATH CLAIMS WERE CERTIFIED IN 1937

WILLARD C. SMITH AND KATHERINE D. WOOD \*

RECORDS of the payment of claims which began in 1937 under title II of the Social Security Act furnish information which is of value not only to the Bureau of Old-Age Insurance but also to persons interested in social statistics and especially in mortality statistics. To explore the possibilities in this latter field, analysis has been made of some of the information obtained in the adjudication of death claims for the first year of payment—1937. Eligibility for payments requires that the worker must receive wages for covered employment after 1936 and before he attains age 65.

This is the first analysis of death claims in relation to vital statistics. Among the data which have been tabulated for this purpose are the sex, color, and age of the deceased wage earners for whom death claims were filed; the occupation and

industry in which such persons were employed at time of death; and the cause of death. The present article is limited to analysis of the sex, color, and age<sup>1</sup> factors; a later article will deal with occupation and cause of death. Although claims filed during the early years of old-age insurance payments, and especially during this first year, are less representative than those which will be filed in later years, when undoubtedly a larger proportion of all potential claims will be filed, these early claims warrant study and analysis. In 1937 nearly 35,300 death claims were received. The present tabulations cover approximately 33,500 claims certified through February 1938, all of which relate to deaths which occurred in 1937. On the basis of data now available as to the lag in the filing of death claims it is estimated that as many as

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<sup>1</sup> Data are limited to ages 15-64 except in table 1. Age is computed by subtracting the year of birth from 1937.

Table 1.—Death claims<sup>1</sup> by sex and color and by age group of deceased workers, continental United States, 1937

Age group (years)	Number of death claims											
	Total			White			Negro			Other		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Total.....	33,549	31,306	2,243	31,442	29,314	2,128	2,070	1,960	110	37	32	5
15-19 <sup>2</sup> .....	527	429	98	505	409	96	21	20	1	1	0	1
20-24.....	2,037	1,749	288	1,920	1,639	281	117	110	7	0	0	0
25-29.....	2,467	2,143	324	2,242	1,931	311	224	211	13	1	1	0
30-34.....	2,860	2,562	298	2,593	2,311	282	262	246	16	5	5	0
35-39.....	3,196	2,937	259	2,859	2,621	238	328	309	19	9	7	2
40-44.....	3,727	3,470	257	3,435	3,199	236	296	265	31	6	6	0
45-49.....	4,581	4,368	213	4,294	4,092	202	280	270	10	7	6	1
50-54.....	4,940	4,734	206	4,696	4,503	193	242	229	13	2	2	0
55-59.....	4,731	4,570	161	4,552	4,399	153	177	170	7	2	1	1
60-64.....	4,171	4,040	131	4,048	3,920	128	120	117	3	3	3	0
65 <sup>3</sup> .....	312	304	8	298	290	8	13	13	0	1	1	0
Percentage distribution												
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
15-19 <sup>2</sup> .....	1.6	1.4	4.4	1.6	1.4	4.5	1.0	1.0	.9	-----	-----	-----
20-24.....	6.1	5.6	12.8	6.1	5.6	13.2	5.7	5.6	6.4	-----	-----	-----
25-29.....	7.4	6.8	14.4	7.1	6.6	14.6	10.8	10.8	11.8	-----	-----	-----
30-34.....	8.5	8.2	13.3	8.2	7.9	13.2	12.7	12.5	14.5	-----	-----	-----
35-39.....	9.5	9.4	11.5	9.1	8.9	11.2	15.8	15.8	17.3	-----	-----	-----
40-44.....	11.1	11.1	11.5	10.9	10.9	11.1	13.8	13.5	19.1	-----	-----	-----
45-49.....	13.7	13.9	9.6	13.7	13.9	9.5	13.5	13.8	9.1	-----	-----	-----
50-54.....	14.7	15.1	9.2	14.9	15.4	9.1	11.7	11.7	11.8	-----	-----	-----
55-59.....	14.1	14.6	7.2	14.5	15.0	7.2	8.6	8.7	6.4	-----	-----	-----
60-64.....	12.4	12.9	5.8	12.9	13.4	6.0	5.8	6.0	2.7	-----	-----	-----
65 <sup>3</sup> .....	.9	1.0	.4	1.0	1.0	.4	.6	.6	-----	-----	-----	-----

<sup>1</sup> Includes claims for the year 1937 certified through February 1938.

<sup>2</sup> No claims were filed for workers under 15 years of age.

<sup>3</sup> In some of these cases the individual had passed his 65th birthday prior

to his death, and a claim for lump-sum payment at age 65 could have been filed by worker immediately after attaining that age.

<sup>4</sup> Not computed because number of cases is too small.



80,000 claims for death benefits may ultimately be received for persons who died in 1937. This estimate does not include all potential claims since many may not be filed. The conspicuous lag in the filing of claims shown in 1937 will undoubtedly decrease as familiarity with the provisions of title II of the act increases. The extent of underfiling of claims for 1937 is considerably greater than may be expected in later years because of the lack of knowledge regarding benefits and because of the fact that the size of many of the claims in this first year was so small that potential claimants felt it not worth the effort to file them. The importance of this factor will decrease as the size of the amounts payable increases. Because of this lack of completeness in the 1937 data, they must be used with great caution.

On the basis of wage reports for 1937<sup>2</sup> it is estimated that approximately 32 million wage earners were engaged in covered employment during that year; this figure therefore represents the number of covered workers exposed to the possibility of death. There is a temptation to calculate a death rate on the basis of these figures, but, because of the large number of potential claims which have not been filed, even estimates based on claims data must be deferred to subsequent years. Analysis of the data will therefore be made along other lines.

The distribution by sex of persons for whom death claims were filed in 1937 differs considerably from that of account-number holders as of December 31, 1937, and of wage earners who worked in covered employment in 1937. (See table 2.) The proportion of women among the deceased wage earners was very much lower than among either the holders of account numbers or the persons in covered employment. This difference may be explained by several factors. In the first place, it reflects the differences in the age distribution of men and women in covered employment, since the lower average age of women in covered employment would naturally lead to a lower number of death claims for women than would be expected from their proportion in the total of covered workers.<sup>3</sup> The importance of this factor will gradually be reduced, however, as the average age of

women entitled to old-age insurance payments rises. This upward trend is to be expected, because women continue to be potential claimants even after they withdraw from the labor market if they have had earnings in covered employment. A second factor which may explain the low percentage of women among the decedents for whom death claims were filed is the lower death rate for women for specific age groups. A third factor is the smaller size of the claims of women than of men, because of the lower earnings of women,<sup>4</sup> which may reduce the incentive to file claims.

**Table 2.—Percentage distribution by sex and color of decedents represented in death claims,<sup>1</sup> of employees with reported taxable wages, 1937,<sup>2</sup> and of applicants for account numbers,<sup>3</sup> continental United States, 1937**

Sex and color	Decedents represented in death claims <sup>1</sup>	Employees with reported taxable wages <sup>2</sup>	Applicants for account numbers <sup>3</sup>
Total number.....	33,549	30,154,024	3,613,022
Total percent.....	100.0	100.0	100.0
White.....	93.7	92.4	91.0
Negro.....	6.2	6.8	7.6
Other.....	.1	.8	1.4
Male, total.....	93.3	72.6	72.6
White.....	87.3	66.3	65.3
Negro.....	5.9	5.6	6.2
Other.....	.1	.7	1.1
Female, total.....	6.7	27.4	27.4
White.....	6.4	26.1	25.7
Negro.....	.3	1.1	1.4
Other.....	0	.2	.3

<sup>1</sup> Includes claims for the year 1937 certified through February 1938.

<sup>2</sup> Data corrected to Apr. 10, 1939.

<sup>3</sup> Based on a 10-percent sample of applications received prior to 1938.

The distribution by color of the persons for whom death claims were filed in 1937 was only slightly different from that of the potential claimants as shown by a comparison with the persons having wage records in 1937 and with the holders of account numbers at the end of that year. (See table 2.) A slightly smaller percentage of the death claims was filed for Negro decedents and for decedents of "other races" than would be expected from their proportions among covered workers. That the proportion of Negro claims was not higher is surprising, since the death rate among Negroes is higher than among white persons even for the same age groups, up to age 55, but the underfiling of claims of Negroes may have exceeded that of whites.

<sup>4</sup> See Corson, John J., "Wage Reports for Workers Covered by Federal Old-Age Insurance in 1937," *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 3-9.

<sup>1</sup> See *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 3-9; Vol. 2, No. 4 (April 1939), pp. 3-8; and Vol. 2, No. 6 (June 1939), pp. 8-17.

<sup>2</sup> See Wasserman, Max J., and Wood, Katherine D., "Age and Sex Differentials in Taxable Wages Reported for 1937," *Social Security Bulletin*, Vol. 2, No. 6 (June 1939), p. 10.

The age distribution of the men for whom death claims were filed differs markedly from that of women, as shown in table 1. The greater concentration of women in the younger age groups is reflected in the median age, which was 37 years as compared with 48 for the men.<sup>5</sup> (See table 3.) The low average age of the women represented in the death claims is, of course, a reflection of the correspondingly low average age of all women among covered workers. Whether other factors such as occupational differences must also be considered will be indicated by the study of cause of death as related to occupation.

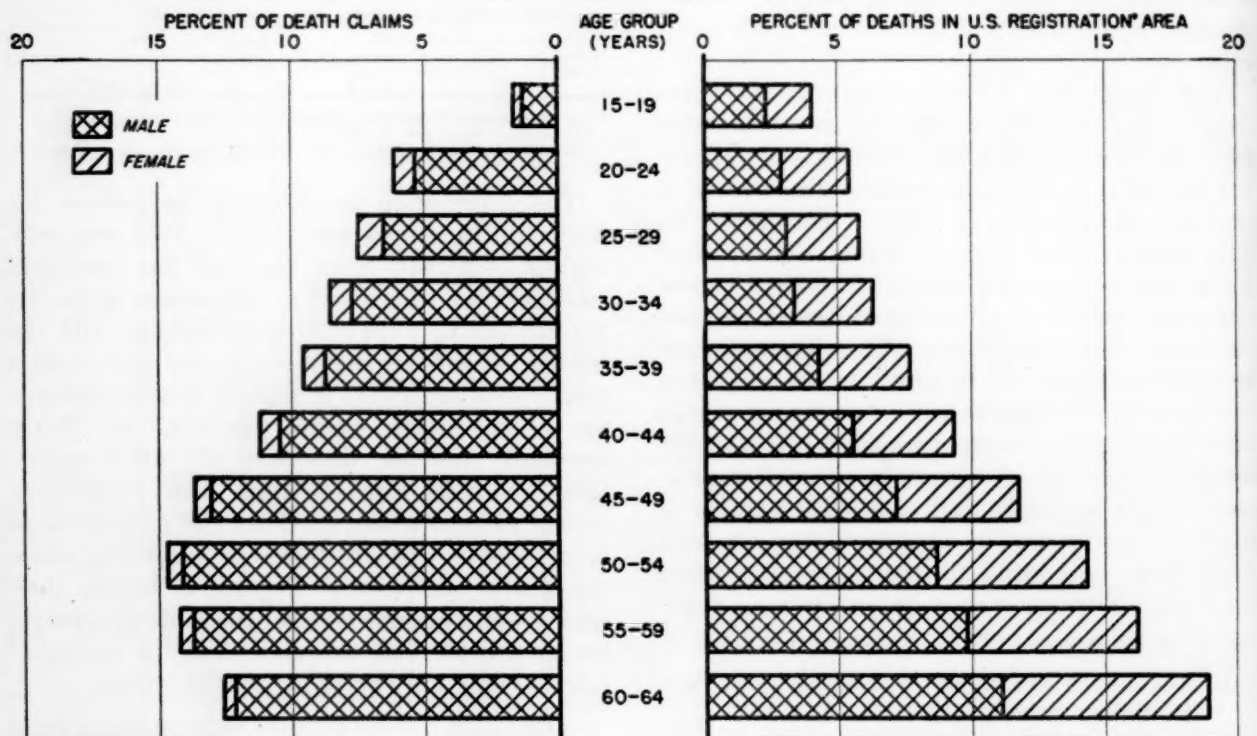
The age data for the entire country conceal rather wide differences among the individual States. The median age at death for men ranged from 35 years in North Dakota to 54 years in Vermont. Various factors are responsible for these interstate differences. In a number of the States the relatively high median age of the men covered by old-age insurance is reflected in the high median age among the death claims and vice

<sup>5</sup> Medians in all instances have been calculated for persons 15-64 years of age.

versa. Such a relationship is normal because of the increase in the death rate with the increase in age. The number of women among death claims was too small in many States to permit interstate comparisons. Further study of these State figures, together with supplementary information such as the cause of death and the occupational distribution of the individuals, should help to explain why the average age at death in some States is out of line with the average age of the covered population. Some of the State differences may be accounted for by regional differences in death rates for specific age groups, even after allowance for differences in race.

One of the first questions which will be asked by persons interested in figures concerning deceased persons who were covered by old-age insurance is how they compare with similar data for the total population. Some differences were anticipated between the covered population and the total working population of the country because of the rather large groups excepted from the old-age insurance provisions of the Social Security Act. Many of the excepted occupations normally have

Chart I.—Percentage distribution of death claims<sup>1</sup> and of deaths<sup>2</sup> in the United States registration area, by age and sex of decedents aged 15-64, 1937



<sup>1</sup> Includes claims for the year 1937 certified through February 1938.

<sup>2</sup> Source: U. S. Bureau of the Census.

age characteristics different from those of the covered population, which are reflected currently in the lower average age for covered workers. The median age in 1930 of male gainful workers aged 15-64 was 36 years,<sup>6</sup> and that of male holders of account numbers of the same age groups at the end of 1937 was 34 years. The 2-year difference in the medians shown by this comparison might have been increased or decreased by a higher or

<sup>6</sup> Computed from *Fifteenth Census of the United States: 1930, Population*, Vol. IV, p. 42.

**Table 3.—Median age<sup>1</sup> of decedents represented in death claims<sup>2</sup> and of applicants for account numbers<sup>3</sup> by sex and by States, 1937**

State	Number of death claims	Median age <sup>1</sup>					
		Decedents represented in death claims <sup>2</sup>			Applicants for account numbers <sup>3</sup>		
		Total	Male	Female	Total	Male	Female
Total.....	33,549	47	48	37	32	34	28
Alabama.....	428	42	42	(*)	30	31	28
Arizona.....	97	40	41	(*)	30	31	28
Arkansas.....	127	46	46	(*)	31	32	28
California.....	1,257	47	47	40	33	34	30
Colorado.....	287	48	49	(*)	32	33	29
Connecticut.....	707	50	51	39	32	35	27
Delaware.....	117	50	50	(*)	31	33	28
District of Columbia.....	156	47	48	(*)	31	32	29
Florida.....	216	41	41	(*)	31	32	29
Georgia.....	428	42	43	39	29	30	28
Idaho.....	73	43	43	(*)	31	32	27
Illinois.....	2,498	48	48	35	33	35	28
Indiana.....	1,226	46	47	34	32	33	28
Iowa.....	217	47	47	(*)	32	33	28
Kansas.....	210	45	46	(*)	31	33	28
Kentucky.....	302	42	42	(*)	32	33	29
Louisiana.....	343	42	43	(*)	31	32	28
Maine.....	199	48	50	(*)	33	34	30
Maryland.....	555	48	49	38	31	33	28
Massachusetts.....	1,468	50	50	39	33	35	29
Michigan.....	1,653	45	45	38	32	34	27
Minnesota.....	368	46	47	40	32	34	28
Mississippi.....	109	43	44	(*)	29	30	28
Missouri.....	913	47	48	35	32	34	29
Montana.....	491	49	49	(*)	33	34	29
Nebraska.....	108	47	47	(*)	31	33	28
Nevada.....	24	(*)	(*)	0	34	35	29
New Hampshire.....	163	50	50	(*)	33	34	30
New Jersey.....	1,844	49	50	36	32	34	27
New Mexico.....	56	37	37	(*)	30	31	27
New York.....	3,842	50	50	42	33	36	29
North Carolina.....	816	41	42	34	29	30	27
North Dakota.....	40	35	35	(*)	31	32	28
Ohio.....	2,413	47	48	36	33	35	28
Oklahoma.....	230	43	44	(*)	32	33	29
Oregon.....	228	47	47	(*)	34	36	30
Pennsylvania.....	4,637	48	48	38	32	34	27
Rhode Island.....	365	52	52	40	32	35	29
South Carolina.....	255	40	41	(*)	28	29	27
South Dakota.....	24	(*)	(*)	(*)	31	33	26
Tennessee.....	363	42	43	(*)	31	32	28
Texas.....	1,102	42	42	34	31	32	28
Utah.....	156	46	47	(*)	30	32	25
Vermont.....	112	53	54	(*)	32	33	29
Virginia.....	575	42	42	35	30	31	28
Washington.....	527	47	48	40	33	35	29
West Virginia.....	558	42	43	(*)	32	33	26
Wisconsin.....	920	46	47	32	32	34	28
Wyoming.....	46	39	39	(*)	32	33	27

<sup>1</sup> Medians calculated on distribution of persons aged 15-64.

<sup>2</sup> Includes claims for the year 1937 certified through February 1938.

<sup>3</sup> Based on a 10-percent sample of applications received prior to 1938.

<sup>4</sup> Not computed, because number of cases is less than 25.

**Table 4.—Percentage distribution of death claims and of deaths in the United States registration area,<sup>1</sup> by age and sex of decedents, 1937**

Age group (years)	United States registration area, 1937			Death claims, 1937		
	Total	Male	Female	Total	Male	Female
Total 15-64.....	100.0	58.2	41.8	100.0	93.3	6.7
15-19.....	4.1	2.3	1.8	1.6	1.3	.3
20-24.....	5.4	2.9	2.5	6.1	5.3	.8
25-29.....	5.8	3.1	2.7	7.5	6.5	1.0
30-34.....	6.3	3.4	2.9	8.6	7.7	.9
35-39.....	7.7	4.3	3.4	9.6	8.8	.8
40-44.....	9.4	5.5	3.9	11.2	10.4	.8
45-49.....	11.8	7.1	4.7	13.7	13.1	.6
50-54.....	14.4	8.7	5.7	14.8	14.2	.6
55-59.....	16.2	9.8	6.4	14.3	13.8	.5
60-64.....	18.0	11.1	7.8	12.6	12.2	.4

<sup>1</sup> U. S. Bureau of the Census, *Vital Statistics—Special Reports*, Vol. 7, No. 28.

lower average age for the total population of 1937 as compared with 1930. But other factors also must be considered in this connection, such, for example, as the possibility that for given age groups the death rates of covered workers are higher than for other workers of the same age groups, perhaps because of a greater risk of death in the industrial occupations which constitute such a large proportion of covered employment. All such questions of possible factors influencing death rates for the covered population will require long study and additional information before definite conclusions can be reached. The present study provides only a few facts which will lead the way for further investigation.

Statistics of deaths in 1937 in the United States registration area are available at the present time only for the total population, not for gainful workers alone. For this reason comparisons of the data for the registration area with death claims have less meaning than they would if both applied to the working population. Some of the differences arise from the fact that one set of figures includes large numbers of persons who had not been in the current labor market and, for that matter, many who never had sought gainful employment. Both the sex and age distributions of deaths in the registration area are therefore very different from the corresponding data for death claims of the same year. A comparison of the sex ratio for each age group of death claims with that of deaths in the registration area brings out very clearly one factor which is partially responsible for the fact that the average age at death among deceased covered workers is lower



than among deaths in the registration area. (See chart I and table 4.) The smaller proportion of women represented by death claims is due partly to the fact that all women are included in registration area figures, not merely those who have been gainful workers, and partly to the concentration of women in covered employment in the younger age groups.

In both sets of mortality statistics only the deaths in the broad age group 15-64 are included, but owing to the difference in the coverage of the two sets of mortality statistics it is not surprising to find that the average age at death as shown by the claims data is lower than the average for the registration area—for persons of both sexes a median age of 47 years as compared with 50 years. The significance of this difference from the standpoint of old-age insurance is its effect on actuarial estimates, which are based on mortality statistics collected over a number of years but are not restricted to individuals who are working or who have worked in the past. This difference is probably greater now than it will be in later years

when more women in the higher age groups will have become eligible for old-age insurance payments and will therefore be represented in death claims. Whether a differential exists between covered and noncovered groups can better be measured at the present time by a comparison of the data for men. This is roughly indicated by the median ages, which were 50 years for males in the registration area and 48 years for males represented in the death claims.

From the standpoint of vital statistics, the age data obtained from death claims for 1937 would seem to indicate that if it were possible to calculate mortality rates for the covered population some differences might be found by comparison with the death rates for specific age groups of the total population. Further study of death claims in subsequent years, as well as additional data regarding the occupational characteristics of the decedents and the cause of death, will help to determine whether or not such differences exist and, if they do, the reasons for them.

# THE CONCEPT OF ADMINISTRATIVE EXPENSES IN ACCOUNTING FOR PUBLIC-ASSISTANCE EXPENDITURES

ANNE E. GEDDES AND JOEL GORDON \*

TO DEVELOP fundamental concepts in any field, it is often necessary first to destroy prevailing misconceptions. In accounting for public-assistance expenditures a concept of "administrative expenses" which is of questionable validity has gained wide acceptance. By pointing out some of the more serious fallacies in the current concept of "administrative expenses" the ground may be cleared for a new concept based upon the proper application of business and governmental accounting principles to expenditures for public assistance.

The fallacies in the currently accepted concept of so-called "administrative expenses" might be disregarded if they did not have undesirable consequences. Of these, the most serious is the increasingly common practice of limiting administrative expenses by law to a specified percentage of assistance payments or total expenditures. Such limitations are seriously hampering the effective administration of public-assistance programs in many States and localities.

The principle of percentage limitation is incorporated in the Social Security Act itself, and in 11 States it has been frozen into the laws relating to old-age assistance, aid to dependent children, and/or aid to the blind.<sup>1</sup> In the Federal act, grants for administration are 5 percent of the grants for assistance payments for old-age assistance and aid to the blind. The percentage limitations which have been imposed by the laws of the 11 States are described in the table on page 30. In seven of these States, administrative expenses from State and local funds are limited to 5 percent.<sup>2</sup> The percentage limitation is 10 percent in two States, 12 percent in one State, 8½ percent in another, and approximately 6 percent in still another. The base upon which the percentage is

computed varies from State to State. In seven States, it is the total amount of funds available, appropriated, or expended for both assistance payments and administrative expenses. In the remaining four States, assistance payments alone comprise the base.

Although "administrative expenses" are restricted to a specified percentage of some base, the laws frequently fail to specify what expenses are to be classified as administrative expenses. They are referred to variously as "administrative expenses," "expenses of administration," or "expenses of administering public-assistance programs."

According to the *Accountants' Handbook*,<sup>3</sup> administrative expenses are those expenses not ordinarily allocated to any one department but incurred for services auxiliary to all departments. In a large business organization, for example, administrative expenses might include the expenses of the executive, finance, purchasing, and accounting departments. In manufacturing enterprises, it has long been customary to classify expenses as production, distribution or selling, and general or administrative expenses. A similar concept of administrative expenses is employed in merchandising organizations. The *Expense Manual* issued by the National Retail Dry Goods Association classifies expenses as selling, delivery, occupancy, and general administrative expenses. In cost accounting, a distinction is usually made between general and administrative expenses and other types of expenses.<sup>4</sup>

The term administrative expenses has a similarly restricted meaning in accepted governmental accounting. According to the accounting manual for American Hospitals recommended by the American Hospital Association<sup>5</sup> for the use of both governmental and private hospitals, expenses of administration are those expenses which apply to the supervision of the hospital as a whole, such as the superintendent's office, legal service, publicity,

\*Bureau of Research and Statistics, Division of Public Assistance Research. Paper presented at the National Conference of Social Work in Buffalo, New York, June 23, 1939. For a discussion of the importance of analyzing administrative expenses, see Gordon, Joel, "Analyzing the Administrative Expenses of Public Assistance Agencies," *Social Security Bulletin*, Vol. 2, No. 5 (May 1939), pp. 10-14.

<sup>1</sup> No accurate information is available concerning percentage limitations on general relief programs.

<sup>2</sup> One State is counted twice because it imposes a 5-percent limitation for old-age assistance and a 12-percent limitation for aid to the blind and aid to dependent children.

<sup>3</sup> Paton, W. A., *Accountants' Handbook*, 2d ed., 1938, p. 1223.

<sup>4</sup> *Ibid.*, p. 158.

<sup>5</sup> American Hospital Association, *Hospital Accounting and Statistics*, May 1935, p. 14.

accounting, and purchasing. Account classifications for other governmental functions also use the term in this way.

In contrast to the precisely defined and restricted meaning of administrative expenses in business accounting and in accounting for other governmental functions, the term has been loosely used in accounting for public-assistance expenditures. If used strictly in its accounting sense, administrative expenses of public-assistance programs should include only the expense of the executive offices and of such service units as business management, personnel management, legal counsel, and research. In actual practice, public-assistance agencies are using the term to embrace all expenses other than those for assistance payments.

It is obvious that the terms "administrative expenses" and "expenses of administration" are not used in any commonly accepted sense by public-assistance agencies. Since there is no commonly accepted definition of these terms and definitions used by individual agencies have not appeared in published data, the uses made of statistics of administrative expenses supply the only clues to their meaning. Two common procedures are (1) to compute the ratio of administrative expenses to assistance payments and (2) to compute the average amount of administrative expense per case receiving assistance.

In computing ratios of administrative expenses to assistance payments, it would seem obvious that only expenses of investigating applications, preparing and distributing payments, and performing other processes involved in furnishing public assistance should be included under administration. In practice, however, administrative expense has been a catch-all, and little care has been taken to indicate the purposes for which the administrative expenses were incurred. For example, figures purporting to represent the expenses of administering general relief may include erroneously expenses of conducting allied programs, such as investigating and certifying persons as eligible to the Works Progress Administration, Civilian Conservation Corps, National Youth Administration, Farm Security Administration, and Federal Surplus Commodities Corporation.

Even if all extraneous items were eliminated from figures on administrative expenses, the ratio of the latter to assistance payments would still be misleading. Comparison of this ratio with an

analogous ratio in business accounting will illustrate this point. In manufacturing and distribution enterprises, the so-called "operating ratio" is commonly used as an index of operating efficiency. This ratio<sup>6</sup> is usually stated as:

$$\frac{\text{Total operating expense}}{\text{Net sales}}$$

In this ratio, total operating expense includes *all* expense—merchandise or manufacturing, selling, and general and administrative expense. In the ratio of administrative expenses to assistance payments, administrative expenses are obviously intended to correspond to total operating expenses and assistance payments to net sales. However, the term total operating expenses includes all the expenses of operating the business enterprise, whereas administrative expenses as used in this ratio do not include expenses for assistance payments. Furthermore, net sales represent income while assistance payments constitute expenditures. Thus, the business ratio expresses the relationship between expenses and income, whereas the public-assistance ratio expresses the relationship between two expense groups.

As in the case of operating ratios in business enterprises, it is assumed that a low ratio of administrative expenses to assistance payments represents greater operating efficiency than a high ratio. This assumption is false. The purpose of a business enterprise is to sell its commodities in order to realize a profit, and sales volume is therefore a significant index of accomplishment against which expenses may be measured. Assistance payments, however, are not the sole objective of the public-assistance program. They do not measure the accomplishments of the agency. If they did, the most efficient public-assistance agency would be the one with the largest volume of assistance payments. Agencies making careful investigations and weeding out ineligible would have a smaller volume of assistance payments, other things being equal, than the less efficient agency. Yet ratios computed on a base of assistance payments would be lower for the less efficient agency than for the more efficient one. This suggests that there is a fallacy in a concept of administrative expenses which regards these expenses solely as the cost of administering assistance payments.

<sup>6</sup> Paton, W. A., *op. cit.*, p. 76.



A second use commonly made of figures of administrative expenses of public-assistance programs is to compute the average amount of administrative expense per case receiving assistance. These averages, like the ratios previously described, are based upon a questionable concept of administrative expenses and represent a misapplication of the unit-cost concept of business accounting.

Manufacturing enterprises determine the cost of manufacturing a given unit of product. Presumably, the "case receiving assistance" under a public-assistance program corresponds to the unit of manufactured product. But the case receiving assistance is not the sole unit of product of the public-assistance program. A large part of the output of a public-assistance agency may consist of rejecting applications for assistance. Conceivably, rejected applications might even constitute the principal output of the agency. Public-assistance agencies "produce" a number of different types of "commodities," and it is necessary to determine the expenses of each commodity if a complete and accurate picture of the operation of the program is to be obtained. Manufacturing enterprises producing two or more different products usually determine the cost of each product separately.

So far, this discussion has been concerned with pointing out the fallacies in the present concept of administrative expenses in the field of public assistance. It is always easier to discover errors in current concepts than to develop new concepts that are valid. Positive steps that might be taken to obtain a more accurate measurement of expenses of conducting public-assistance programs include (1) defining the scope and content of public-assistance programs, (2) defining assistance payments, (3) developing techniques for prorating joint expenses, (4) relating expenses to the operating period, (5) discovering and measuring expenses not borne by the public-assistance agency, (6) classifying expenses other than those for assistance payments, and (7) measuring performance and relating expenses to performance.

The first step is to define the content of each program. The Division of Public Assistance Research of the Social Security Board, in developing its financial reporting plan, has undertaken to set up definitions of the programs for old-age assistance, aid to the blind, aid to dependent children,

and general relief. Any definitions established may appear to be somewhat arbitrary in certain respects, but it is only through common understanding as to what constitutes the assistance programs that the expenses of conducting those programs can be measured and compared. Through definition it will be possible to eliminate those expenses incurred for other programs and activities which may happen to be associated with the public-assistance program, such as child-welfare services and certifications to the Works Progress Administration.

A second step which has been taken by the Division is that of reexamining and redefining the concept of assistance payments. The present concepts have been developed on a pragmatic basis over a considerable period of time. It appears that some items, previously excluded from assistance payments and hence included as expenses of administration, are properly classifiable as assistance payments. Such an item is the expense for medical care furnished by a physician employed by the agency, since payments on a fee basis to physicians rendering similar services to relief clients have commonly been classified as assistance payments.

A third essential step is the use of techniques for prorating joint expenses to the different assistance programs as they have been defined. Public-assistance programs are frequently administered in conjunction with other welfare programs, and many expenses are incurred jointly for the several activities. If expenses for public assistance are to be segregated, some technique for prorating joint expenses must be applied. Various time-study methods have already been developed for this purpose by the Division and are being used experimentally by many States. These methods are being progressively refined. Unless public-assistance agencies are prepared to use some scientific basis for prorating joint expenses, it is futile for them to attempt to determine the administrative expenses of public-assistance programs and to compare their own expenses with those of other agencies.

A fourth problem to be solved is that of relating the data to the operating period. Most public-assistance agencies now keep their books on a cash basis. To be comparable from period to period and from agency to agency, data on administrative expenses should be compiled on an accrual

**Percentage limitations imposed by State legislation on administrative expenses of public-assistance programs**

[In effect in February 1939]

State	Program			Percentage limitation of administrative expense	
	Old-age assistance	Aid to dependent children	Aid to the blind	Percent	Base upon which percent computed
Arizona.....	X			5	Total State funds available. <sup>1</sup>
		X	X	12	Total State funds available. <sup>2</sup>
Colorado.....	X	X	X	5	Total State funds available (including Federal funds). <sup>3</sup>
District of Columbia.....		X		8½	Total funds available (including Federal funds). <sup>4</sup>
Mississippi.....	X		X	10	Total State funds available (including Federal funds). <sup>5</sup>
Nebraska.....	X	X	X	6	Total State appropriation. <sup>6</sup> Total State funds expended by counties for assistance payments. <sup>7</sup>
				State office 2	
				County offices 4	
Oklahoma.....	X	X	X	5	Total State appropriation. <sup>8</sup>
Oregon.....	X		X	5	Assistance payments expended from Federal, State, and local funds. <sup>9</sup>
Texas.....	X			5	Assistance payments expended from State funds. <sup>10</sup>
Vermont.....	X			5	Total State funds appropriated. <sup>11</sup>
Virginia.....	X	X		10	Assistance payments expended by counties from State and Federal funds. <sup>12</sup>
			X	10	Assistance payments expended by counties from State and Federal funds. <sup>13</sup>
Washington.....	X			5	Total expenditures from State funds. <sup>14</sup>

<sup>1</sup> "... there is hereby appropriated to the Old Age Assistance fund, to be used for the purposes of this act and necessary administrative expenses, the following amounts, provided that the sum from sources of State taxation expended in any such fiscal year for administrative expenses shall not exceed five percent of the State's total contribution to the Old Age Assistance fund for the payment of old age assistance." 1937 Sess. Laws of Arizona, ch. 70, sec. 24.

<sup>2</sup> "... The expenses of the State and County Boards shall be paid out of the appropriation and out of funds made available by the Old Age Assistance Act of 1937, the Dependent Children Act of 1937, and the Needy Blind Act of 1937 and out of the welfare fund, provided that such expense shall not exceed five percent of old age assistance funds and twelve percent of all other funds administered hereunder for any one fiscal year." 1937 Third Special Sess. of Arizona, ch. 3, sec. 1.

<sup>3</sup> "Five percent of the State Public Welfare fund is hereby apportioned and

allocated to the Administrative account, for the administrative expenses of the state and the state's share of the administrative expenses of the county welfare departments as now provided by law, necessary to the proper and efficient performance of the duties imposed upon them by law including administrative expenses and a legal advisor appointed by the attorney general, provided, that the five percent hereby allocated shall be deducted pro rata from each allocation hereinafter specified." Laws of Colorado, 1937, ch. 22, sec. 33.

<sup>4</sup> "... and not to exceed 8½% of this appropriation and of Federal grants reimbursed under this appropriation shall be expended for personal services." Public, No. 458, 75th Cong.; D. C. Appropriation Act.

<sup>5</sup> "The total amount of assistance granted under the provisions of this act and expenses incurred thereunder, shall not exceed the amount of funds appropriated therefor by the legislature together with any funds received from the Federal Government or other sources for the purposes of this act. Of such total sum available for administrative expenses and payment of benefits not more than ten percent (10%) thereof shall be used for administrative expenses of all kinds." 1936 Mississippi Laws, ch. 175, sec. 26, and "Federal and other funds shall be received, disposed of and disbursed in the same manner as is provided for the handling of funds for the needy aged as is provided in Sections 24, 25, and 26 in House Bill No. 381 of the Legislative Session of the State of Mississippi for 1936." Laws of Mississippi, 1938, ch. 181, sec. 17.

<sup>6</sup> "The State Assistance fund for the period through June 30, 1939, shall be divided as follows: (1) for salaries and expenses of State administration not more than two percent of the said State Assistance fund . . ." Nebraska Sess. Laws of 1937, ch. 188, sec. 8.

<sup>7</sup> "It [County Assistance Committee] may employ such clerks and assistants as may be necessary to enable it properly to administer its duties . . . provided, however, that no more than four percent of the money allocated for assistance to any county under this Act, plus any available county funds for such purposes, shall be expended for salaries and expenses of administration of such activities in such county; and provided further that in any county having a population of two hundred thousand or more, no more than five percent of the money allocated for assistance to any such county under this Act, plus any available county funds for such purposes shall be expended for salaries and expenses of administration of such activities in such county." Ibid., sec. 10. The 5 percent limitation applies to Douglas County only.

<sup>8</sup> "Five (5) per centum thereof is hereby appropriated for payment of the cost of administration of the Oklahoma Social Security Act, including salaries, wages, and all other administrative cost (but exclusive of surgical, medical hospital, and nursing expenses authorized by the Oklahoma Social Security Act)." Sess. Laws of Oklahoma 1936-37, ch. 66, art. 10, sec. 3, subsec. 6 House Bill No. 503, approved Apr. 15, 1939, provides for raising this limitation from 5 to 7½ percent.

<sup>9</sup> Ch. 407, Oregon Laws, 1935, sec. 25, provides that the State Relief Committee shall allocate funds to the County Relief Committees according to their approved requirements on the basis of the Federal Government paying 50 percent, the State 25 percent, and the counties 25 percent in granting and administering old-age assistance. Since the Federal grant is 5 percent of assistance payments from Federal funds, administrative expenses payable from State and local funds on a matching basis are automatically limited to 5 percent of assistance payments from State and local funds.

<sup>10</sup> "The expenses of administering this Act shall never exceed five percent (5%) of the total amount expended for Old-Age Assistance; provided, however, that the Commission is empowered to accept any funds appropriated and allocated to the State of Texas for administrative expense by the Federal government or the Social Security Board, and same may be expended for administrative purposes in addition to that allowed for administrative purposes out of State funds expended." Texas Stat., Annotated, title 109, art. 6243-10.

<sup>11</sup> "... The amount expended by the Commission for salaries and expenses of administration under this act shall not exceed five percent of the amount appropriated to the Commission for the purposes of this act." Vermont Sess. Laws 1937, No. 65, sec. 7.

<sup>12</sup> The limitation applies only to grants of State and Federal funds to localities for administration; no limitation on State administrative expenses or total county administrative expenses exists.

<sup>13</sup> "The total amount which may be allowed counties and cities to reimburse them for expenditures for administration during any fiscal year shall in no case exceed ten per centum of the amount allowed to reimburse such counties and cities for amounts expended by them for old-age assistance and aid to dependent children during the same period." Virginia Sess. Laws of 1938, ch. 379, title 7, sec. 65 (c).

<sup>14</sup> The limitation applies only to grants of State and Federal funds to localities for administration; no limitation on State administrative expenses or total county administrative expenses exists.

"The total amount which may be allowed counties and cities to reimburse them for expenditures for administration during any fiscal year shall in no case exceed ten per centum of the amount allowed to reimburse such counties and cities for amounts expended by them for aid to the blind during the same period." Ibid., ch. 379, title 7, sec. 66 (c).

"... Provided, that the cost of administration of the act shall not exceed five (5) percent of the total amount expended for all purposes under its provisions." Revised Stat. of Washington, title 67, ch. 2-A.

rather than on a cash basis. Under an accrual system, expenses are accounted for when liabilities are incurred and not when paid. The accrual system is necessary also if expenses are to be related to operations in a given period. Distinction should be made between current expenses and capital outlays. The financial-reporting system of the Division permits agencies to report expenses either on a disbursement or obligations-incurred basis. Current expenditures are segregated from capital outlays, but no attempt is made to charge to the operating period depreciation of capital items. Modernization of accounting methods in public-assistance agencies is a prerequisite to proper accounting for capital charges and to relating operating expenses to the period to which they apply.

If the full cost of public-assistance programs is to be determined, a fifth essential step is to devise some means for recording and measuring expenses of operating the public-assistance programs that are not borne by the public-assistance agency itself. For example, many public-assistance agencies occupy quarters furnished by other agencies rent free or paid for from general appropriations. The check-writing function is frequently performed without charge by the State or local comptroller or treasurer. Other expenses may be paid out of appropriations of agencies other than the public-assistance agency. Although inclusion of such hidden expenses is essential if precise comparisons are to be made of expenses of different public-assistance agencies, it would be premature at this stage to attempt to incorporate these expenses in the reporting system of the Division of Public Assistance Research.

A sixth step is that of classifying expenses for purposes other than assistance payments. A functional classification of these expenses would be of greatest value. The basic functions would include such activities as making investigations and reinvestigations, writing and distributing assistance checks, and rendering social services. The Division has considered it inadvisable to encourage functional classifications of expenses until a uniform functional classification has been developed and more elementary problems have been solved. Functional analysis is much more complex than program analysis and requires

more intensive application of the techniques of prorating joint expenses.

The final step to be taken is that of relating expenses of public-assistance programs to work actually performed by the public-assistance agency. Before this can be done, it is necessary (1) to analyze and classify the basic functions involved in the administration of the public-assistance program, (2) to measure quantitatively, and as far as possible qualitatively, the volume of work performed for each of these functions, and (3) to determine expenses for each function. The Division has begun to develop statistics of the more basic work units, such as the number of home visits made on original investigations and reinvestigations, the number of collateral visits, and the number of office interviews.<sup>7</sup> Such data will be collected by the Division from State agencies experimentally and on a voluntary basis in the near future.

Unit costs may be computed by dividing the expenses for each function by the number of work units performed for each function. For example, the cost per home visit in making an original investigation of old-age assistance would be determined by dividing the expenditures for home visiting on original investigations by the number of such home visits made. It will not be possible to determine costs for individual types of work units for some time to come because of the difficulty of determining expenses by function. In the meanwhile, it may be possible to compute a cost per "composite" work unit by dividing total expenses for all purposes by total work units of all types. Before adding different types of work units, each would be weighted by a factor reflecting the amount of time required on the average to perform that unit of work. Although of limited usefulness, a unit cost of this type would be more satisfactory than the unit now commonly used—the case receiving assistance. Considerable experimentation is needed to determine how far it is possible to go in this direction. The only fully satisfactory solution to the problem, however, is the development of unit costs for each type of work performed.

<sup>7</sup> These work units were developed by Ralph G. Hurlin of the Russell Sage Foundation in connection with the current reporting project for Statistics of Family Case Work Operations. The units have been adapted to reflect the activities of public-assistance agencies.



# UNEMPLOYMENT COMPENSATION

BUREAU OF UNEMPLOYMENT COMPENSATION

DIVISION OF RESEARCH • DIVISION OF STATISTICS AND ANALYSIS

## Review of the Month

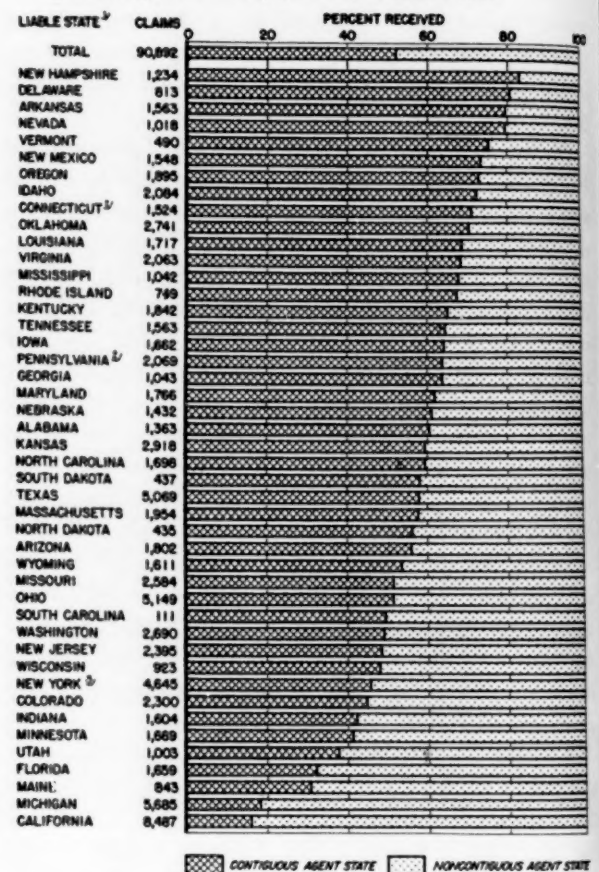
UNEMPLOYMENT COMPENSATION benefits to unemployed workers in the 49 jurisdictions paying benefits totaled \$39.9 million in May, an increase of slightly more than 19 percent over April payments. Of this total, approximately \$31.8 million was paid out by the 31 States in which benefits were payable prior to January 1939, and represented an increase of more than 25 percent over the previous month. For the 18 States in which benefits were first payable in January 1939, payments in May totaled \$8.1 million, a rise of less than 1 percent over April. Increases were widespread among the States. The sharp increase in New York and West Virginia reflected chiefly the payments to claimants who filed compensable claims after completion of waiting-period requirements necessitated by the beginning of new benefit years. Also, in a number of States, many new payment series were initiated during the month, as indicated by the sharp rise in authorizations. Five jurisdictions—Alabama, Hawaii, Maryland, Pennsylvania, and Tennessee—reported increases of more than 30 percent, while 7 States showed increases in payments ranging from 20 to 30 percent. In most States increases were attributable in part to payments issued against additional wage credits which became available in April. Although 18 States reported declines in benefit payments, only 8 reported decreases of more than 20 percent.

More than 812,000 initial claims were received in local offices, representing a drop of 24 percent from April. Declines in excess of 40 percent were reported by Alaska, Kentucky, Maryland, Rhode Island, Vermont, Washington, West Virginia, and Wyoming, while 7 other States reported decreases of between 30 and 40 percent. Increases were reported by 17 States; in 10 of these the increases were less than 15 percent.

Approximately 22,800 initial out-of-State claims, representing 2.9 percent of the total number of initial claims received in local offices, were reported by the 47 benefit-paying States participating in the interstate agreement. Alaska again received

more claims from workers in other States than from claimants within its area; approximately 86 percent of all the out-of-State claims in which Alaska was the liable State were filed in the State

Chart I.—Percentage of out-of-State initial claims received by liable State from contiguous and noncontiguous agent States, January–March 1939



<sup>1</sup> Benefits became payable in Illinois and Montana, July 1939. The District of Columbia and West Virginia are not signatories to interstate agreement; hence accept no out-of-State claims as liable State.

<sup>2</sup> Data not reported for January.

<sup>3</sup> Data not reported for February.

of Washington. Other liable States in which initial out-of-State claims represented 10 percent or more of total local office receipts were Arizona, Colorado, Idaho, Kansas, Nebraska, Nevada, New Hampshire, New Mexico, and Wyoming.

**Table 1.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, by States, as of May 31, 1939**

[Data reported by State agencies, <sup>1</sup> corrected to June 20, 1939]

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of May 31, 1939			Cumulative collections and interest credited as of May 31, 1939		Collections January-May 1939 <sup>4</sup>	Benefits charged				Percent of—	
		Amount <sup>2</sup>	Percent-age change from Apr. 30, 1939	Index <sup>3</sup>	Total collections and interest <sup>4</sup>	Cumu-lative total through May 31, 1939 <sup>5</sup>		Janu-ary-May 1939 <sup>6</sup>	May 1939		1939 benefits to 1939 contributions	Total benefits to cumu-lative collections and interest	
									Amount	Percent-age change from April			
Total.....		\$1,164,371	+4.1	138.3	\$1,745,911	\$1,711,471	\$355,802	\$581,540	\$185,607	\$39,540	+17.7	52.2	33.3
States collecting quarterly, total.....		986,958	+5.6	139.7	1,491,248	1,462,506	312,742	504,290	165,282	35,692	+18.2	52.8	33.8
Alabama <sup>1</sup>	January 1938	9,789	+9.7	110.8	19,799	19,458	4,220	10,010	1,882	438	+33.5	44.6	50.6
Alaska	January 1939	870	-5.1	98.3	1,061	1,043	170	191	191	71	+42.0	112.4	18.0
Arizona	January 1938	2,351	+2.3	116.7	4,964	4,887	1,112	2,613	711	140	-1.4	63.9	52.6
Arkansas	January 1939	6,272	+3.8	118.1	7,079	6,950	1,736	807	807	216	+10.8	46.5	11.4
California <sup>2</sup>	January 1938	129,996	+7.0	193.5	170,195	166,652	38,158	40,199	16,484	3,276	-5.7	43.2	23.6
Colorado	January 1939	9,825	+6	109.9	11,530	11,253	2,528	1,705	1,705	435	+4.6	67.4	14.8
Connecticut	January 1938	22,047	+5.9	144.1	36,869	36,235	8,238	14,822	2,568	453	+13.2	31.2	40.2
Delaware	January 1939	4,796	+6.3	122.5	5,132	5,043	1,191	336	336	56	-12.5	28.2	6.5
Florida	do	12,814	+5.6	129.8	13,369	13,143	3,434	555	555	173	+28.1	16.2	4.2
Idaho	September 1938	2,504	+1.5	83.3	4,557	4,454	962	2,053	1,686	209	-31.7	175.3	45.1
Indiana	April 1938	27,474	+1.3	101.4	49,263	48,135	9,954	21,789	5,481	789	+5.3	55.1	44.2
Iowa	July 1938	12,411	+10.2	124.5	18,239	17,875	4,142	5,828	3,242	373	-23.1	78.3	32.0
Kansas	January 1939	11,743	+8	115.3	13,065	12,812	2,819	1,322	1,322	237	-18.8	46.9	10.1
Kentucky <sup>3</sup>	do	22,362	+5.0	118.1	24,791	24,241	5,731	2,429	2,429	780	+9.6	42.4	9.8
Maine	January 1938	2,805	-2.7	74.6	9,015	8,890	2,010	6,210	1,675	322	+12.6	83.3	68.9
Maryland	do	12,390	-2.1	136.8	25,354	24,997	5,881	12,964	2,820	576	+38.1	48.0	51.1
Massachusetts <sup>4</sup>	do	62,458	+5.4	149.5	97,681	95,706	18,517	35,223	8,124	1,586	+3.9	43.9	36.1
Michigan	July 1938	47,297	-4	74.7	100,578	98,755	22,723	53,281	13,377	2,271	+18.0	58.9	53.0
Minnesota	January 1938	18,572	+11.4	155.8	31,465	30,944	7,076	12,893	4,732	676	-25.1	66.9	41.0
Mississippi <sup>5</sup>	April 1938	3,505	-2.6	120.2	5,695	5,576	915	2,190	775	111	+6.7	84.7	38.5
Missouri	January 1939	42,052	+4.1	123.6	44,178	43,442	9,916	2,126	2,126	510	+5.6	21.4	4.8
Nebraska	do	8,366	+8	118.1	9,143	8,987	2,017	777	777	117	-29.1	38.5	8.5
Nevada	do	1,665	-3	109.0	2,006	1,968	468	341	341	97	+18.3	72.9	17.0
New Jersey <sup>6</sup>	do	81,906	+6.1	122.9	89,371	87,459	22,252	7,375	7,375	1,476	-11.2	33.1	8.3
New Mexico	December 1938	2,666	+1.6	108.4	3,219	3,144	722	554	545	91	-21.6	75.5	17.2
New York <sup>10</sup>	January 1938	153,134	-6	155.7	275,154	269,988	47,990	122,020	34,689	7,534	+67.5	72.3	44.3
Ohio	January 1939	116,353	+6.0	118.9	125,880	122,934	27,360	9,527	9,527	2,753	+7.7	34.8	7.6
Oklahoma	December 1938	13,178	+3.5	104.2	15,668	15,270	2,316	2,490	2,419	381	-20.8	104.4	15.9
Pennsylvania	January 1938	84,550	+10.6	119.9	181,509	178,524	38,930	96,959	25,414	7,207	+42.8	65.3	53.4
Rhode Island <sup>7</sup>	do	8,195	+14.1	103.2	19,663	19,360	3,367	11,468	2,175	573	+31.4	64.6	58.3
South Dakota	January 1939	2,308	+1.7	116.7	2,566	2,506	577	258	258	41	-36.9	44.7	10.1
Tennessee	January 1938	11,173	+6.9	143.7	19,211	18,889	4,433	8,038	1,894	386	+2.9	42.7	41.8
Utah	do	2,717	-4.4	106.1	6,059	5,963	1,343	3,342	881	156	+2.0	65.6	55.2
Virginia	do	14,333	+7.6	171.3	22,088	21,691	5,125	7,755	2,119	479	+25.4	41.3	35.1
Washington <sup>11</sup>	January 1939	19,522	-1.0	103.3	22,720	22,277	3,713	3,198	3,198	576	-13.0	86.1	14.1
Wyoming	do	2,470	-2.0	102.9	3,112	3,055	696	642	642	127	-3.1	92.2	20.6
States collecting monthly, total.....		177,413	+2.4	149.4	254,663	248,965	43,060	77,250	20,325	3,848	+13.6	47.2	30.3
District of Columbia	January 1938	13,104	+3.4	222.3	15,526	15,156	3,003	2,422	750	112	-15.2	25.0	15.6
Georgia	January 1939	18,161	+2.4	117.2	19,339	18,993	3,742	1,178	1,178	333	+11.4	31.5	6.1
Hawaii	do	4,006	+9	123.3	4,064	3,994	793	58	58	19	+35.7	7.3	1.4
Louisiana <sup>8</sup>	January 1938	14,145	+1.1	184.9	21,119	20,706	4,231	6,974	2,967	641	+25.4	70.1	33.0
New Hampshire <sup>12</sup>	do	4,843	-9	114.0	8,252	8,081	1,145	3,409	677	158	+20.6	59.1	41.3
North Carolina	do	13,635	+3.5	144.9	24,113	23,702	4,632	10,478	2,262	423	+21.2	48.8	43.5
North Dakota	January 1939	2,019	+9	106.4	2,350	2,306	441	331	331	80	+9.6	75.1	14.1
Oregon	January 1938	6,384	+3.4	109.0	14,728	14,471	2,696	8,344	2,427	317	-30.9	90.0	56.7
South Carolina	July 1938	8,856	+2.0	141.3	10,450	10,196	1,943	1,594	999	205	-6.0	51.4	15.3
Texas	January 1938	37,563	+2.5	190.2	51,885	50,787	9,552	14,322	4,978	967	+22.3	52.1	27.6
Vermont	do	2,369	+3.9	167.8	3,512	3,446	636	1,143	321	57	-8.1	50.5	32.5
West Virginia	do	9,727	+4.9	95.4	23,453	23,149	4,129	13,726	1,660	280	+185.7	40.2	58.5
Wisconsin	July 1936	42,601	+1.9	140.7	55,872	53,978	6,117	13,271	1,717	256	+2.0	28.1	23.8

<sup>1</sup> Except interest earned on funds in State accounts in unemployment trust fund which is credited and reported by the U. S. Treasury in last month of each quarter.

<sup>2</sup> Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

<sup>3</sup> For all States except Wisconsin, index is based upon funds available for benefits as of end of month prior to that in which benefits were first payable; Wisconsin index is based on funds available as of Dec. 31, 1937.

<sup>4</sup> Includes refund of \$40,561,886 by Federal Government to 13 States, Alaska, and Hawaii, collected on pay rolls for year 1936 under title IX.

<sup>5</sup> Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia, Michigan, and New York, in which rate is 3 percent.

<sup>6</sup> Adjusted for voided benefit checks.

<sup>7</sup> Does not include collections and interest of \$153,149,000 for Illinois and \$6,173,000 for Montana, because benefits not payable until July 1939.

<sup>8</sup> Percentage change excludes those States changing from monthly to quarterly collection basis as of pay-roll month of April 1939.

<sup>9</sup> Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island. Employee contributions in Massachusetts have been suspended for July 1, 1938-June 30, 1939.

<sup>10</sup> Mississippi, New York, and Washington changed to a quarterly collection basis as of Apr. 1, 1939.

<sup>11</sup> New Hampshire begins quarterly collections as of July 1, 1939, although some contributions have already been made on that basis from many employers.

Chart I presents in summary form the data which appeared in table 6 of the June Bulletin. The chart shows the percentages represented by the claims forwarded by agent States which are contiguous and noncontiguous to the liable States. These data indicate the areas in which claimants

**Table 2.—Contributions deposited in State clearing accounts, by States, January-May 1939 and May 1939**

[Data reported by State agencies, corrected to June 17, 1939]

State	Contributions deposited <sup>1</sup>	
	January-May <sup>2</sup>	May
Total.....	\$391,584,942	\$92,824,585
States collecting quarterly, total.....	348,524,715	84,836,153
Alabama.....	4,220,377	1,304,269
Alaska.....	170,341	23,633
Arizona.....	1,112,296	194,178
Arkansas.....	1,736,000	448,669
California.....	38,158,449	11,800,415
Colorado.....	2,527,790	488,413
Connecticut.....	8,238,350	1,681,472
Delaware.....	1,191,295	341,787
Florida.....	3,433,764	852,275
Idaho.....	961,842	247,226
Illinois.....	34,413,529	7,047,775
Indiana <sup>3</sup> .....	9,954,358	1,151,030
Iowa.....	4,141,800	1,525,986
Kansas.....	2,818,811	1,335,717
Kentucky.....	5,730,902	1,847,947
Maine.....	2,010,351	243,043
Maryland.....	5,881,185	302,941
Massachusetts.....	18,516,706	4,767,650
Michigan.....	22,722,761	2,059,413
Minnesota.....	7,076,438	2,580,414
Mississippi.....	914,575	18,440
Missouri <sup>4</sup> .....	9,916,444	2,173,283
Montana.....	1,369,259	35,260
Nebraska.....	2,016,751	188,225
Nevada.....	467,699	91,473
New Jersey <sup>5</sup> .....	22,252,495	6,197,693
New Mexico.....	721,854	131,725
New York.....	47,989,730	6,550,568
Ohio.....	27,360,229	9,290,168
Oklahoma.....	2,315,545	830,641
Pennsylvania.....	38,929,527	15,332,899
Rhode Island.....	3,366,597	1,588,967
South Dakota.....	576,653	81,146
Tennessee.....	4,433,391	1,110,508
Utah.....	1,342,709	31,830
Virginia.....	5,125,071	1,488,331
Washington.....	3,712,751	372,612
Wyoming.....	696,090	78,131
States collecting monthly, total.....	43,060,227	7,988,432
District of Columbia.....	3,003,330	540,939
Georgia.....	3,741,711	765,743
Hawaii <sup>6</sup> .....	793,420	55,509
Louisiana.....	4,230,578	799,122
New Hampshire <sup>7</sup> .....	1,145,286	112,942
North Carolina.....	4,631,553	883,950
North Dakota.....	441,052	97,476
Oregon.....	2,696,099	524,148
South Carolina.....	1,943,400	378,738
Texas.....	9,552,235	1,880,408
Vermont.....	635,971	144,855
West Virginia.....	4,128,730	735,866
Wisconsin.....	6,116,862	1,068,736

- <sup>1</sup> Includes contributions plus penalties and interest collected from employers.  
<sup>2</sup> Adjusted for refunds of contributions and for dishonored contribution checks.  
<sup>3</sup> Some employers contribute monthly.  
<sup>4</sup> Some employers contribute quarterly.  
<sup>5</sup> New Hampshire begins quarterly collections as of July 1, 1939, although some contributions have already been made on that basis from many employers.

**Table 3.—Number of initial and continued claims received in local offices, by States, May 1939**

[Data reported by State agencies, corrected to June 30, 1939]

State	Initial claims <sup>1</sup>		Continued claims <sup>2</sup>	
	Number	Percentage change from April	Number	Percentage change from April
Total.....	812,195	-23.5	6,046,192	+18.4
Alabama.....	8,062	+19.8	91,225	+17.6
Alaska.....	172	-40.7	2,002	-42.9
Arizona.....	2,065	-23.1	16,751	+3.4
Arkansas.....	5,739	-33.3	45,207	+1.1
California.....	55,524	+8	426,849	+1.1
Colorado.....	4,973	-18.6	50,647	+1.1
Connecticut.....	14,079	-15.5	69,056	+4.1
Delaware.....	1,274	+44.9	9,229	+1.6
District of Columbia.....	1,530	+7.1	21,107	-10.1
Florida.....	11,947	+44.0	28,742	+26.2
Georgia.....	13,531	+20.0	80,207	+18.2
Hawaii.....	510	+3.2	3,054	+38.7
Idaho.....	1,623	-27.4	19,946	-37.1
Illinois <sup>3</sup> .....	12,059	+3.2	112,486	+1.3
Indiana.....	6,880	+4.8	61,152	-18.1
Iowa.....	4,768	-26.2	37,929	+2.1
Kansas.....	8,942	-78.6	170,001	+24.7
Kentucky.....	9,406	-27.0	94,719	+8.9
Louisiana.....	10,582	-24.4	78,695	+8.7
Maryland.....	9,320	-42.9	93,520	+8.4
Massachusetts.....	51,718	+5.4	254,726	+38.7
Michigan.....	74,248	+86.2	195,437	+12.4
Minnesota.....	7,315	-23.9	70,844	-31.1
Mississippi.....	4,588	-7	26,934	+8.4
Missouri.....	13,832	-16.0	106,789	+11.0
Montana <sup>4</sup> .....	2,532	-30.5	10,437	-22.4
Nebraska.....	664	-25.6	7,517	+4.1
New Hampshire.....	3,607	+2.3	37,107	+18.4
New Jersey.....	24,378	-10.1	228,460	+11.3
New Mexico.....	3,094	+13.2	15,502	-13.9
New York.....	186,301	-39.1	1,188,879	+42.1
North Carolina.....	29,003	+11.3	126,994	+18.1
North Dakota.....	475	-39.6	7,722	-25.1
Ohio.....	29,446	-26.9	447,060	+9.1
Oklahoma.....	6,055	-18.4	51,064	-18.1
Oregon.....	10,041	+20.9	41,876	-12.1
Pennsylvania.....	69,370	-38.3	939,113	+46.1
Rhode Island.....	15,484	-46.8	87,068	+8.3
South Carolina.....	8,515	-2.5	57,504	+8.9
South Dakota.....	811	+31.7	7,078	-26.0
Tennessee.....	8,789	-36.3	107,791	+21.1
Texas.....	21,952	-3.3	72,350	+8.1
Utah.....	3,537	-32.0	20,016	-16.9
Vermont.....	1,139	-46.9	8,610	-14.1
Virginia.....	12,278	+1.3	89,254	+22.1
Washington.....	7,502	-42.9	94,488	-1.1
West Virginia.....	19,682	-59.8	142,511	+66.1
Wisconsin.....	11,100	-6.5	61,858	+3.1
Wyoming.....	1,173	-64.0	10,679	-12.7

<sup>1</sup> For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 1 (March 1939), pp. 32-34.

<sup>2</sup> Benefits not payable until July 1939.

<sup>3</sup> Includes total and part-total unemployment only.

filed their claims after earning wage credits in another State. As might be expected, Michigan and California show the largest proportions of claims received from States beyond their borders. Florida, which also experiences large-scale migration of workers, shows a large proportion of initial claims filed in areas beyond the States contiguous to it.



Nearly 800,000 individuals received benefit payments in the week ended May 13. Based on comparable data for the week ended April 15, the number of such individuals increased more than 16 percent, with increases reported by 26 States. Increases of more than 40 percent were reported

by Alabama, Connecticut, Maryland, New York, Pennsylvania, Virginia, and West Virginia. Decreases, ranging from 1.4 percent in Arizona to 53.3 percent in Idaho, were reported by 23 States. Approximately 486,300 new claims were authorized for payment during the month of May, rep-

Table 4.—Number and amount of benefit payments by types of unemployment <sup>1</sup> and by States, May 1939

[Data reported by State agencies, corrected to June 30, 1939]

State	Number				Amount			
	All payments		Types of unemployment <sup>1 2</sup>		All payments		Types of unemployment <sup>1 3</sup>	
	Number	Percentage change from April	Total	Partial <sup>3</sup>	Amount	Percentage change from April	Total	Partial <sup>3</sup>
Total	3,968,339	+23.6			\$39,929,931	+10.2		
Alabama	62,573	+28.9	49,195	13,350	438,448	+33.5	\$361,621	\$76,598
Alaska	3,889	+18.9	3,516	253	54,844	+18.6	51,718	2,139
Arizona	12,820	-7	12,243	577	139,906	-1.2	135,340	4,566
Arkansas	33,214	+13.2	28,009	2,696	216,323	+10.9	196,068	11,058
California	326,012	-5.5	275,480	28,363	3,276,340	-5.7	2,997,851	160,541
Colorado	41,063	+8	35,703	5,299	435,140	+4.5	396,705	38,061
Connecticut	48,960	+20.8	44,945	3,721	452,974	+13.1	427,607	23,555
Delaware	6,994	-16.7	6,429	562	56,046	-12.1	53,062	2,977
District of Columbia	14,163	-11.5	12,124	1,317	111,908	-14.9	101,165	7,498
Florida	22,446	+23.3	17,338	1,217	167,036	+24.0	139,114	7,058
Georgia	56,015	+11.2	51,677	4,338	332,708	+11.1	317,346	15,362
Hawaii	3,019	+37.3	2,860	159	26,505	+37.3	25,706	799
Idaho	16,500	-37.7	( <sup>4</sup> )	( <sup>4</sup> )	206,777	-28.4	( <sup>4</sup> )	( <sup>4</sup> )
Illinois								
Indiana	84,286	+4.9	59,413	24,873	788,944	+5.3	655,011	133,933
Iowa	43,815	-24.4	38,689	4,907	373,167	-23.1	342,940	28,361
Kansas	25,276	-16.3	20,474	4,802	226,638	-19.0	209,188	27,450
Kentucky	90,383	+8.7	88,066	923	780,445	+9.6	768,852	5,442
Louisiana	80,383	+27.6	70,091	6,732	640,604	+25.3	580,084	42,035
Maine	47,663	+30.4	40,687	6,699	321,598	+10.7	282,451	37,490
Maryland	62,100	+31.6	46,008	9,520	575,642	+38.1	425,913	60,928
Massachusetts	159,670	+6.5	159,262	( <sup>5</sup> )	1,585,717	+3.9	1,580,714	( <sup>5</sup> )
Michigan	173,265	+16.9	163,909	9,356	2,278,317	+18.4	2,084,660	193,657
Minnesota	54,809	-19.6	47,519	5,965	675,773	-25.0	602,114	35,140
Mississippi	19,280	+5.3	18,972	135	111,296	+6.6	110,072	779
Missouri	62,281	+8.6	56,247	6,030	510,347	+5.6	475,020	35,306
Montana								
Nebraska	13,824	-26.5	13,824	( <sup>6</sup> )	117,251	-29.0	117,251	( <sup>6</sup> )
Nevada	7,669	+16.4	7,125	537	96,538	+17.5	90,639	5,603
New Hampshire	19,395	+28.8	16,407	2,961	158,066	+20.6	142,250	15,716
New Jersey	154,676	-9.6	154,290	( <sup>7</sup> )	1,475,862	-11.2	1,472,344	( <sup>7</sup> )
New Mexico	9,450	-20.2	8,576	874	90,676	-21.6	85,099	5,577
New York	700,803	+205.6	700,803	( <sup>8</sup> )	7,882,801	+75.3	7,882,801	( <sup>8</sup> )
North Carolina	72,250	+41.2	62,897	6,329	423,033	+26.6	389,108	28,681
North Dakota	8,489	+5.4	7,631	848	79,575	+9.2	72,773	6,751
Ohio	290,885	+9.0	254,944	29,034	2,780,564	+8.7	2,586,852	150,441
Oklahoma	39,398	-20.1	34,328	5,070	380,643	-20.9	346,766	33,577
Oregon	29,027	-31.6	24,172	4,703	317,476	-30.8	284,077	32,360
Pennsylvania	622,394	+34.0	563,773	( <sup>9</sup> )	7,208,528	+42.8	6,891,327	( <sup>9</sup> )
Rhode Island	60,118	+18.8	50,226	9,892	573,091	+28.0	529,107	43,984
South Carolina	42,750	-5.1	18,846	23,880	205,409	-5.8	118,997	86,334
South Dakota	4,692	-33.5	3,993	682	41,213	-36.2	37,239	3,921
Tennessee	55,952	+24.5	50,245	5,427	386,248	+30.6	360,756	24,334
Texas	61,226	+9.6	52,899	8,204	985,660	+26.4	893,994	90,681
Utah	15,685	+1.6	15,229	456	156,231	+2.1	152,604	3,627
Vermont	6,646	-2.4	5,520	1,123	56,600	-9.0	50,855	5,735
Virginia	63,632	+22.2	55,551	5,091	478,540	+25.2	444,564	23,448
Washington	63,503	-3.0	49,659	13,844	576,031	-13.1	529,949	46,082
West Virginia	35,714	+230.3	35,290	73	280,155	+185.4	278,407	394
Wisconsin	29,348	( <sup>10</sup> )	2,453	4,695	260,840	+1.2	235,774	24,649
Wyoming	9,844	+2.7	7,915	1,358	127,448	-2.3	110,115	12,872

<sup>1</sup> For definitions of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33.

<sup>2</sup> Excludes irregular payments except where otherwise noted. In many cases monthly figures for total and partial unemployment are estimated from reports for week ended May 13.

<sup>3</sup> Includes benefits for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Nebraska, New Jersey, New York, and Pennsylvania. All the above, except Mississippi, have no provisions for payments of less than full weekly benefit amount for total unemployment, i. e., "part-

total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until July 1, 1939.

<sup>4</sup> Includes irregular payments.

<sup>5</sup> Not reported.

<sup>6</sup> Benefits not payable until July 1939.

<sup>7</sup> Issued for 70,839 compensable weeks.

<sup>8</sup> Includes benefits for part-total unemployment.

<sup>9</sup> Issued for 65,113 compensable weeks.

<sup>10</sup> Less than 0.1 percent.

representing a rise of 59 percent over April. Sharp expansions in authorizations, which indicate the initiation of a benefit-payment series, were ex-

**Table 5.—Number of individuals receiving benefits during week ended May 13, and number of new claims authorized and of claimants exhausting wage credits during May 1939, by States**

[Data reported by State agencies, corrected to June 30, 1939]

State	Individuals receiving benefits during week ended May 13, 1939		New claims authorized during May <sup>1</sup>	Claimants exhausting wage credits during May
	Number	Percentage change from week ended Apr. 15		
Total.....	799,893	+16.6	486,290	297,523
Alabama.....	12,096	+50.3	5,829	3,208
Alaska.....	940	+34.5	628	199
Arizona.....	2,943	-1.4	1,314	1,274
Arkansas.....	6,112	-8.5	4,413	2,497
California.....	75,725	-7.5	28,758	20,755
Colorado.....	9,367	-8.2	3,035	2,679
Connecticut.....	10,482	+49.6	7,313	5,367
Delaware.....	1,548	-23.5	640	775
District of Columbia.....	2,749	-28.4	1,128	1,730
Florida.....	4,479	+16.0	3,065	3,060
Georgia.....	12,064	+2.1	6,746	5,165
Hawaii.....	661	+26.9	370	131
Idaho.....	3,500	-53.3	642	1,597
Illinois <sup>2</sup> .....	20,162	+12.3	7,672	5,226
Iowa.....	8,487	-32.0	2,951	4,275
Kansas.....	5,564	-24.2	3,345	2,676
Kentucky.....	19,423	+7.3	7,249	6,044
Louisiana.....	15,637	+5.6	8,654	3,472
Maine.....	8,663	+23.9	8,316	296
Maryland.....	14,050	+76.2	7,189	3,802
Massachusetts.....	30,734	+5.6	19,200	22,125
Michigan.....	33,183	-16.8	12,648	14,651
Minnesota.....	13,094	-20.2	8,234	6,356
Mississippi.....	4,019	-1.7	1,868	1,339
Missouri.....	13,760	+11.1	7,308	7,306
Montana <sup>3</sup> .....	2,942	-31.7	1,173	2,382
Nebraska.....	1,687	+13.8	505	145
Nevada.....	3,796	+5.0	2,526	779
New Hampshire.....	32,013	-18.8	20,990	14,601
New Jersey.....	2,191	-20.7	777	636
New Mexico.....	111,124	+133.2	( <sup>4</sup> )	22,242
New York.....	12,640	+16.4	8,469	3,222
North Carolina.....	2,046	+15.4	483	653
Ohio.....	62,210	-6.3	21,965	18,098
Oklahoma.....	8,236	-8.1	3,603	4,367
Oregon.....	5,241	-38.5	3,857	2,397
Pennsylvania.....	137,880	+81.7	178,502	53,556
Rhode Island.....	13,181	+18.0	21,957	4,037
South Carolina.....	6,205	-7.1	3,542	2,036
South Dakota.....	1,185	-30.8	322	462
Tennessee.....	10,327	+3.6	5,763	3,952
Texas.....	12,850	-5.8	11,683	18,081
Utah.....	3,509	+14.0	1,627	1,643
Vermont.....	1,414	+2.7	721	467
Virginia.....	12,816	+40.6	9,152	3,740
Washington.....	11,665	-10.4	6,678	10,398
West Virginia.....	7,114	+311.7	12,068	94
Wisconsin.....	5,804	-4.3	10,496	3,669
Wyoming.....	2,375	+9.9	916	861

<sup>1</sup> For definitions, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> Duration of benefits based on weeks of employment in period used to determine eligibility.

<sup>3</sup> Benefits not payable until July 1939.

<sup>4</sup> Data not reported.

<sup>5</sup> Represents number of claimants exhausting wage credits reported by local offices.

<sup>6</sup> For week ended May 16.

**Table 6.—Number of initial and continued out-of-State claims<sup>1</sup> received as liable<sup>2</sup> State, by States, May 1939**

[Data reported by State agencies, corrected to June 30, 1939]

State	Out-of-State claims received as liable State			
	Initial		Continued	
	Number	Percent of initial claims received in local offices	Number	Percent of continued claims received in local offices
Total.....	22,845	2.9	196,871	3.3
Alabama.....	415	5.1	3,065	3.4
Alaska.....	308	179.1	2,703	135.0
Arizona.....	568	27.5	3,645	21.8
Arkansas.....	321	5.6	2,365	8.3
California.....	1,919	3.5	20,146	4.7
Colorado.....	499	10.0	4,159	8.3
Connecticut.....	612	4.3	3,485	5.0
Delaware.....	87	6.8	778	8.4
District of Columbia <sup>3</sup> .....	882	7.4	4,264	14.8
Florida.....	313	2.3	1,738	2.3
Georgia.....	22	4.3	113	3.7
Idaho.....	316	19.5	3,391	17.0
Illinois <sup>4</sup> .....	344	2.9	2,225	2.0
Indiana.....	281	4.1	2,768	4.1
Iowa.....	665	13.9	4,697	12.4
Kansas.....	395	4.4	8,672	5.1
Kentucky.....	390	4.1	4,921	3.1
Louisiana.....	204	1.9	1,247	1.6
Maine.....	333	3.6	2,979	3.1
Maryland.....	700	1.4	4,641	1.8
Massachusetts.....	1,449	2.0	11,870	6.1
Michigan.....	373	5.1	2,959	6.1
Minnesota.....	239	5.2	1,744	6.1
Mississippi.....	679	4.9	3,745	3.1
Missouri.....	289	11.4	1,747	8.1
Montana <sup>5</sup> .....	195	29.4	2,232	26.7
Nebraska.....	394	10.9	2,320	6.1
Nevada.....	645	2.6	5,066	2.1
New Hampshire.....	467	15.1	3,183	20.1
New Jersey.....	1,899	1.0	20,971	1.1
New Mexico.....	492	1.7	2,936	2.1
New York.....	44	9.3	494	6.1
North Carolina.....	788	2.6	8,819	2.1
Ohio.....	478	7.9	5,696	11.2
Oklahoma.....	270	2.7	3,630	8.7
Oregon.....	859	1.2	7,677	1.1
Pennsylvania.....	417	2.7	2,062	2.4
Rhode Island.....	222	2.6	1,288	2.1
South Carolina.....	64	7.9	564	8.1
South Dakota.....	369	4.2	3,350	3.1
Tennessee.....	928	4.2	10,519	14.1
Texas.....	268	7.6	1,367	6.1
Utah.....	79	6.9	629	7.1
Vermont.....	560	4.6	3,174	3.1
Virginia.....	357	4.7	4,090	4.1
Washington.....	165	1.5	606	1.1
West Virginia <sup>6</sup> .....	282	24.0	2,141	20.1
Wisconsin.....				
Wyoming.....				

<sup>1</sup> For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 1 (March 1939), pp. 32-34.

<sup>2</sup> The liable State is one to which a claim has been forwarded by agent State for disposition.

<sup>3</sup> Not a signatory to interstate agreement; hence accepts no out-of-State claims as liable State.

<sup>4</sup> Benefits not payable until July 1939.

<sup>5</sup> Represents percent of initial claims received for total and part-total unemployment only.

perienced by Pennsylvania, Rhode Island, and West Virginia. The widespread increases in authorizations contributed to the marked rise in the amount of payments.

The number of claimants exhausting wage

credits during May totaled 297,500, an increase of 14.5 percent over the previous month for the 48 States reporting this item. The most pronounced increases in the number of exhaustions occurred in Alaska, Kentucky, Texas, and Wyoming.

Contributions deposited by the 51 State agencies in their clearing accounts totaled \$92.8 million

in May, an increase of 18 percent over deposits in April. A large part of this increase was accounted for by Pennsylvania, which deposited approximately \$12.4 million more than in April.

Aggregate funds available for benefits in the 49 benefit-paying States amounted to more than \$1,164 million, a rise of 4.1 percent from the preceding month. Three States—Mississippi, New

Table 7.—Operations of the United States Employment Service, by States, May 1939

State	Placements					New applications			Active file <sup>2</sup> as of May 31, 1939
	Total	Private			Public	Number	Percentage change from April <sup>1</sup>		
		Number	Percentage change from April <sup>1</sup>	Regular (over 1 month)	Temporary (1 month or less)			Number	
Total.....	333,185	242,490	+17	110,504	131,986	90,695	516,382	+1	6,386,827
Alabama.....	6,185	4,418	+91	1,677	2,741	1,767	6,744	+7	130,365
Alaska.....	894	295	+152	89	206	599	763	-1	2,942
Arizona.....	2,111	1,739	+12	1,018	721	372	1,891	-16	24,334
Arkansas.....	7,703	6,425	+136	901	5,524	1,278	5,626	+32	77,822
California.....	23,611	20,210	+12	9,971	10,239	3,401	39,979	-5	407,984
Colorado.....	5,706	4,547	+71	1,865	2,682	1,159	5,679	+13	67,385
Connecticut.....	5,285	3,941	+14	2,318	1,623	1,344	5,997	+27	92,936
Delaware.....	1,888	1,501	+75	645	856	387	1,260	+54	13,268
District of Columbia.....	4,484	4,069	+17	1,573	2,496	415	3,285	-3	39,071
Florida.....	2,035	832	+77	420	412	1,203	10,318	+24	58,364
Georgia.....	7,897	4,570	+6	2,175	2,395	3,327	10,992	+3	174,112
Hawaii.....	458	213	+11	82	131	245	916	-19	8,902
Idaho.....	3,374	2,563	+57	964	1,599	811	2,484	+10	18,595
Illinois.....	12,500	12,213	+2	4,929	7,284	287	19,159	+29	148,093
Indiana.....	8,073	7,656	+11	3,841	3,815	417	14,699	+3	202,062
Iowa.....	10,641	6,127	+5	1,944	4,183	4,514	6,712	+1	95,771
Kansas.....	3,462	2,314	+26	891	1,423	1,148	4,614	+2	42,819
Kentucky.....	3,584	2,104	+37	629	1,475	1,480	11,058	-24	94,453
Louisiana.....	6,022	4,845	-9	2,625	2,220	1,177	7,869	-3	109,374
Maine.....	2,464	1,489	+17	1,119	370	975	2,360	-20	39,070
Maryland.....	4,305	2,826	+11	1,477	1,349	1,479	5,126	-3	65,904
Massachusetts.....	3,621	2,164	-2	1,453	711	1,457	16,483	-2	258,914
Michigan.....	13,074	9,209	+26	4,833	4,376	3,805	17,168	-5	323,026
Minnesota.....	8,131	5,420	+24	2,859	2,561	2,711	6,149	-10	189,764
Mississippi.....	4,564	1,409	+80	1,027	382	3,155	8,069	+13	63,194
Missouri.....	6,826	5,057	+2	2,575	2,482	1,769	16,912	+21	135,978
Montana.....	2,345	858	-17	604	254	1,487	1,356	-9	27,499
Nebraska.....	4,712	1,609	+11	751	858	3,103	2,971	+1	51,907
Nevada.....	1,380	961	+20	489	472	419	1,052	+8	4,404
New Hampshire.....	2,720	1,714	+41	820	894	1,006	1,879	+2	31,546
New Jersey.....	10,577	9,849	+24	5,975	3,874	728	24,972	( <sup>1</sup> )	240,602
New Mexico.....	2,011	1,254	+5	970	284	757	1,654	+6	33,261
New York.....	23,533	18,867	+33	9,061	9,806	4,666	77,961	+7	478,257
North Carolina.....	9,054	4,316	-13	2,045	2,271	4,738	10,775	+15	112,707
North Dakota.....	2,487	1,617	-8	652	965	870	1,433	-26	32,840
Ohio.....	14,901	12,594	+14	5,223	7,371	2,307	29,598	-16	429,566
Oklahoma.....	6,965	5,757	-2	1,081	4,676	1,208	7,717	+2	60,082
Oregon.....	5,864	4,409	+87	3,379	1,030	1,455	4,496	+12	55,976
Pennsylvania.....	11,072	7,929	+12	4,724	3,205	3,143	36,092	-6	918,065
Rhode Island.....	1,132	758	-1	414	344	374	4,250	+12	35,146
South Carolina.....	3,694	1,071	-14	561	510	2,623	4,933	-2	112,012
South Dakota.....	1,981	1,022	-10	351	671	959	1,230	+1	31,390
Tennessee.....	6,418	4,807	+71	1,764	3,043	1,611	7,418	+1	133,837
Texas.....	32,393	25,018	-2	7,673	17,945	7,375	25,297	+2	272,400
Utah.....	1,407	808	+13	296	512	599	1,866	-1	20,314
Vermont.....	1,771	790	+29	473	317	981	1,092	+19	17,610
Virginia.....	8,123	4,454	+28	3,109	1,345	3,609	9,429	+5	48,620
Washington.....	4,992	4,231	+19	1,784	2,447	761	6,766	+18	92,526
West Virginia.....	3,899	2,283	-1	1,153	1,130	1,616	10,040	-19	85,755
Wisconsin.....	9,367	6,568	+15	3,348	3,220	2,799	8,552	+12	163,423
Wyoming.....	1,549	790	+79	504	286	759	1,241	-11	12,400

<sup>1</sup> Adjusted for number of workdays.

<sup>2</sup> Represents cases regarded by employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in frequency with which this is done. The extent to which applicants for work relief are included in active file also varies from State to State.

<sup>3</sup> Less than 1 percent.

Source: U. S. Department of Labor, U. S. Employment Service, Division of Standards and Research.



York, and Washington—changed to a quarterly contribution basis as of April 1, 1939. In these States, collections in May therefore represent deposits of contributions on pay rolls of March and prior months. In the monthly collection group, all States except New Hampshire reported increases in funds available. The decline in New Hampshire is attributable in part to the fact that certain employers have been permitted to make contributions on a quarterly basis.

For the group of benefit-paying States as a whole, about 52 cents has been paid out for every dollar in contributions received since January 1, 1939. The increases in the ratio of payments to contributions received in 1939 in Mississippi, New York, and Washington are due mainly to the shift of these States from a monthly to a quarterly collection basis.

More than 333,000 placements were made by the United States Employment Service during May. When adjustment is made for the number of working days in each month, this number represents an increase of 15.5 percent over April.

Private placements, which increased 16.6 percent over the previous month, were the largest number ever recorded in any single month in the history of the Employment Service. Public place-

ments, which increased 12.6 percent, represented about the same proportion of total placements in May as in April.

### Decisions on Appealed Unemployment Compensation Cases

All State unemployment compensation laws have a provision whereby a worker may appeal a determination of the State agency which either denied him benefits or allowed benefits at a given weekly rate and duration to which the claimant takes exception. The employer also has the right to dispute the payment of benefits to a worker if, in his opinion, the employee was separated or left his employ for a reason which would subject the worker to disqualification. A general description of appeals procedure appeared in the February Bulletin.

**First Appeals.**—Over 5,700 decisions made by initial appeals authorities were received by the Social Security Board from January 1 through March 31, 1939. An analysis of these decisions indicated that the large majority of appeals were made by claimants. The major issues in appealed cases were those involving wage credits as they affected eligibility, the weekly benefit amount, and duration of benefits, and those involving

**Table 8.—Decisions on first administrative review in appealed claims for unemployment benefits, by issues involved**

[Decisions rendered since Jan. 1, 1939, and received by the Bureau of Unemployment Compensation through Mar. 31, 1939]

Issue involved <sup>1</sup>	Total decisions		Appeals by claimants		Appeals by employers		Referred by deputies	
	Number <sup>2</sup>	Percent	Prior determination affirmed; benefits denied or not modified	Prior determination reversed or modified; benefits allowed or modified	Prior determination affirmed; benefits allowed or not modified	Prior determination reversed or modified; benefits denied or modified	Benefits allowed	Benefits denied
Total, all issues.....	5,756	100.0	2,240	3,167	175	153	15	4
Percent of total.....		100.0	38.9	55.0	3.0	2.7	0.5	0.1
Ability and availability.....	267	4.6	141	90	18	18	0	0
Claim and registration.....	638	11.1	272	366	0	0	0	0
Coverage, exclusions.....	127	2.2	35	81	4	4	0	3
Coverage, independent contractor.....	205	3.6	40	117	25	12	11	0
Coverage, number of workers.....	245	4.3	76	165	1	2	0	1
Coverage, miscellaneous, including multistate workers.....	342	5.9	83	244	6	5	4	0
Labor dispute.....	320	5.6	232	65	6	17	0	0
Misconduct, discharge for.....	446	7.7	169	197	47	31	0	2
Not unemployed.....	177	3.1	88	78	4	7	0	0
Other compensation <sup>3</sup> .....	10	.2	3	6	1	0	0	0
Suitable work, refusal of.....	93	1.6	43	35	8	7	0	0
Voluntary leaving.....	1,069	18.6	621	365	35	48	0	0
Wage credits, benefit rate, and duration.....	681	11.8	60	620	0	1	0	0
Wage credits, sufficiency.....	780	13.5	222	556	2	0	0	0
Wage credits, other.....	174	3.0	22	152	0	0	0	0
Waiting period.....	23	.4	11	11	1	0	0	0
Miscellaneous.....	159	2.8	122	19	17	1	0	0

<sup>1</sup> A few decisions involve more than 1 issue; only principal issue is given in this table. Seasonality is not listed, since no State reported this as principal issue.

<sup>2</sup> See tables 9 and 10 for number of decisions in each State.

<sup>3</sup> Wages in lieu of notice, old-age benefits, workmen's compensation, etc.

voluntary leaving, and claim and registration procedures. Of the 5,407 cases initiated by claimants, the original determinations were reversed in nearly 59 percent of the cases in favor of the appellants. The bulk of the decisions on cases appealed by workers, involving issues on wage credits and coverage, reversed the original determinations and upheld the claimant. Decisions involving labor disputes and questions of voluntary leaving for the most part, however, affirmed prior determinations, resulting in denial of benefits or no modifications. Table 9 indicates that the preponderant number of decisions was made in Michigan, New York, and Pennsylvania, which accounted for nearly 77 percent of the total. The only other States from which more than 100 decisions were received were Connecticut, Indiana, West Virginia, and Wisconsin. Over 42

percent of the total number of decisions received by the Social Security Board came from Pennsylvania. In that State the agency's first administrative review on an appeal from claimants resulted in reversals of prior determinations and allowed benefits or modified the original determination in nearly 60 percent of the cases. The percentage of reversals, supporting the appeal of workers, was even larger in Michigan and New York. On the other hand, the majority of decisions on the appeals by workers sustained prior determinations in Connecticut, Tennessee, West Virginia, and Wisconsin.

Most of the decisions involving claims and registration, coverage, and misconduct originated in New York. Since New York has no disqualification for voluntary leaving, such cases may often fall within the category of misconduct. The bulk

**Table 9.—Decisions on first administrative review in appealed claims for unemployment benefits, by States**

[Decisions rendered since Jan. 1, 1939, and received by the Bureau of Unemployment Compensation through Mar. 31, 1939]

State	Total decisions		Appeals by claimants		Appeals by employers		Referred by deputies	
	Number	Percent	Prior determination affirmed; benefits denied or not modified	Prior determination reversed or modified; benefits allowed or modified	Prior determination affirmed; benefits allowed or not modified	Prior determination reversed or modified; benefits denied or modified	Benefits allowed	Benefits denied
Total	5,756	100.0	2,240	3,167	175	153	15	6
Percent of total		100.0	38.9	55.0	3.0	2.7	0.3	0.1
Alabama	8	.1	3			5	0	0
Arkansas	1	( <sup>1</sup> )		1	0	0	0	0
California	92	1.6	32	49	1	10	0	0
Connecticut	174	3.0	78	49	12	29	0	0
Delaware	2	( <sup>1</sup> )		2	0	0	0	0
District of Columbia	65	1.1	18	46		1	0	0
Georgia	2	( <sup>1</sup> )		2	0	0	0	0
Idaho	3	.1	2	1	0	0	0	0
Indiana	156	2.7	65	85	4	2	0	0
Iowa	72	1.3	31	38	1	1		1
Kansas	3	.1	2			1	0	0
Kentucky	2	( <sup>1</sup> )		1		1	0	0
Maine	25	.4	6	13	1	2	1	2
Maryland	11	.2	5	6	0	0	0	0
Massachusetts	29	.5	12	12	1	4	0	0
Michigan	448	7.8	125	245	36	42	0	0
Minnesota	79	1.4	15	53		11	0	0
Mississippi	4	.1	4		0	0	0	0
Missouri	24	.4	1	3	19	1	0	0
Nebraska	4	.1	2	1	1		0	0
New Hampshire	7	.1	4	3	0	0	0	0
New York	1,511	26.3	590	917	3	1	0	0
North Carolina	80	1.4	30	28	15	7	0	0
Oklahoma	23	.4	6	14	2	1	0	0
Oregon	31	.5	9	10	10	2	0	0
Pennsylvania	2,439	42.4	982	1,456	1		0	0
Rhode Island	54	.9	25	29	0	0	0	0
South Carolina	14	.2	2		4	8	0	0
Tennessee	38	.7	24	12	1	1	0	0
Texas	6	.1	3				0	0
Utah	27	.5	3	6	1		14	3
Vermont	1	( <sup>1</sup> )	1		0	0	0	0
West Virginia	148	2.6	89	56	2	1	0	0
Wisconsin	172	3.0	71	27	52	22	0	0
Wyoming	1	( <sup>1</sup> )		1	0	0	0	0

<sup>1</sup> Less than 0.1 percent.

of the decisions on questions of voluntary leaving, wage credits, and labor disputes was reported by Pennsylvania. Since this State has no disqualification for misconduct, many cases which might ordinarily fall within that classification as a cause for separation from employment may frequently be classified as voluntary leaving by employers. Wage-credit cases bulk large in Pennsylvania chiefly because there is no provision for handling such cases in an adjustment unit, and as a result many cases involving accuracy of the agency's wage records for a claimant reach the formal appeals stage instead of being adjusted at a lower

level. Most of the decisions involving labor disputes were reported by Pennsylvania, with 171 out of a total of 320 cases recorded for that State. Of the 171, however, 163 originated out of a single labor dispute, and a single decision was binding on all the appellants.

*Final Appeals.*—Tables 11, 12, and 13 include tabulations of the 509 final appeals decisions received by the Bureau of Unemployment Compensation for the first quarter of 1939. Although 14 States reported decisions on final appeals, the majority were received from New York and Pennsylvania. Decisions from the other 12 States

**Table 10.—Decisions on first administrative review in appealed claims for unemployment benefits, by States and by issues involved <sup>1</sup>**

[Decisions rendered since Jan. 1, 1939, and received by the Bureau of Unemployment Compensation through Mar. 31, 1939]

State	Total decisions		Ability and availability	Claim and registration	Coverage, exclusions	Coverage, independent contractor	Coverage, number of workers	Coverage, miscellaneous including multistate workers	Labor dispute	Misconduct, discharge for	Not unemployed	Other compensation <sup>2</sup>	Suitable work, refusal of	Voluntary leaving	Wage credits, benefit rate, and duration	Wage credits, sufficiency	Wage credits, other	Waiting period	Miscellaneous
	Number	Percent																	
Total.....	5,756	100.0	267	638	127	205	245	342	320	446	177	10	93	1,069	681	780	174	23	139
Percent of total.....		100.0	4.6	11.1	2.2	3.6	4.3	5.9	5.6	7.7	3.1	0.2	1.6	18.6	11.8	13.5	3.0	0.4	2.4
Alabama.....	8	.1	0	0	0	0	0	0	2	0	5	0	0	0	0	1	0	0	0
Arkansas.....	1	( <sup>3</sup> )	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0
California.....	92	1.6	1	3	4	11	9	15	27	1	1	0	0	5	6	2	0	1	1
Connecticut.....	174	3.0	16	0	1	1	1	2	6	30	11	0	9	63	0	4	0	0	0
Delaware.....	2	( <sup>3</sup> )	0	0	1	0	0	0	0	0	0	0	0	0	1	0	0	0	0
District of Columbia.....	65	1.1	0	0	2	3	0	4	0	0	0	0	2	8	41	0	0	5	3
Georgia.....	2	( <sup>3</sup> )	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0
Idaho.....	3	.1	0	0	0	1	0	1	0	0	0	0	1	0	0	0	0	0	0
Indiana.....	156	2.7	21	1	2	19	1	9	4	24	5	0	21	36	1	6	0	0	6
Iowa.....	67	1.3	1	0	5	6	3	34	2	5	0	0	0	2	4	4	0	0	1
Kansas.....	8	.1	5	0	0	1	0	0	0	0	1	0	0	0	0	1	0	0	0
Kentucky.....	2	( <sup>3</sup> )	0	0	0	0	0	0	1	0	0	0	0	0	0	1	0	0	0
Maine.....	25	.4	5	1	1	3	1	2	0	4	2	0	1	2	3	0	0	0	0
Maryland.....	11	.2	1	0	0	3	0	0	0	2	1	0	0	3	1	0	0	0	0
Massachusetts.....	29	.5	1	0	0	1	0	3	7	1	4	1	0	8	0	2	1	0	0
Michigan.....	448	7.8	33	26	19	52	39	59	17	23	35	7	11	41	17	43	5	5	16
Minnesota.....	79	1.4	2	0	6	9	0	15	17	1	2	0	0	0	4	18	1	0	4
Mississippi.....	4	.1	1	0	0	0	1	0	0	0	2	0	0	0	0	0	0	0	0
Missouri.....	24	.4	1	0	2	4	0	3	0	3	0	0	0	0	0	1	0	0	10
Nebraska.....	4	.1	0	0	0	0	2	0	0	0	2	0	0	0	0	0	0	0	0
New Hampshire.....	7	.1	1	0	0	0	0	0	0	3	0	0	0	3	0	0	0	0	0
New York.....	1,511	26.3	68	580	60	27	162	136	42	163	48	1	26	( <sup>4</sup> )	18	84	1	9	86
North Carolina.....	80	1.4	7	20	2	3	1	0	0	19	4	0	3	10	0	1	0	0	10
Oklahoma.....	23	.4	0	1	2	0	5	7	0	2	1	1	0	1	0	1	0	0	2
Oregon.....	31	.5	7	0	0	11	1	2	4	1	0	0	2	1	0	2	0	0	0
Pennsylvania.....	2,439	42.4	39	0	16	26	9	36	171	( <sup>5</sup> )	28	0	8	764	613	550	162	5	12
Rhode Island.....	54	.9	7	2	0	0	4	1	0	5	5	0	2	17	3	5	2	1	0
South Carolina.....	14	.2	1	0	0	0	1	0	0	5	0	0	1	2	0	0	0	0	4
Tennessee.....	38	.7	4	1	0	0	1	4	0	20	1	0	0	7	0	0	0	0	0
Texas.....	6	.1	2	0	0	0	0	0	0	2	0	0	0	1	0	1	0	0	0
Utah.....	27	.5	0	0	1	16	1	4	0	4	0	0	0	0	1	0	0	0	0
Vermont.....	1	( <sup>3</sup> )	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0
West Virginia.....	148	2.6	29	1	2	1	3	1	8	45	16	0	1	30	0	6	0	3	2
Wisconsin.....	172	3.0	14	2	1	6	0	2	12	83	2	0	7	41	0	2	0	0	0
Wyoming.....	1	( <sup>3</sup> )	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0

<sup>1</sup> A few decisions involve more than 1 issue; only principal issue is given in this table. Seasonality is not listed, since no State reported this as principal issue.

<sup>2</sup> Wages in lieu of notice, old-age benefits, workmen's compensation, etc.

<sup>3</sup> Less than 0.1 percent.

<sup>4</sup> New York has no disqualification for voluntary leaving.

<sup>5</sup> Pennsylvania has no disqualification for misconduct.



represented 25.5 percent of the total. The outstanding issues in these cases were claim and registration and voluntary leaving.

Although the initial determination was confirmed by the first appeals tribunals in only 41.9 percent of all cases, decisions of lower appeals bodies were upheld in nearly 64 percent of all cases reviewed by the final appeals authorities. Claimants initiated 277 appeals out of the 509 decisions received. Of these, 108 or 39 percent reversed the decision of the first appeals body in favor of the claimant. Of the 121 decisions on cases appealed by employers, 99 affirmed the prior decision and allowed benefits to claimants. In the cases appealed by deputies to the higher bodies, 57 prior decisions were affirmed and 54 were reversed. Almost all the deputy appeals were from Pennsylvania, where such appeals are encouraged by the Board of Review to develop uniformity of interpretation on important issues.

### State Amendments

All but about 10 State legislatures had adjourned by the end of June. During that month, however, at least 5 States amended their unemployment compensation laws substantially.

*California.*—Amendments passed recently include one to revise the act in accordance with the Railroad Unemployment Insurance Act, another to exclude wages of over \$3,000 per year per employer from employee contributions beginning with 1940, a third to regulate the liability of successor employers, and a fourth to specify that the declaration of public policy shall be a guide to the interpretation of the Unemployment Compensation Act. Services performed for nonprofit organizations, chambers of commerce, service and fraternal organizations, or by corporation directors receiving \$20 per diem or less for attending meetings of the Board of Directors are excluded unless subject to the tax under title IX of the Social

**Table 11.—Decisions on final administrative review in appealed claims for unemployment benefits, by issues involved**

[Decisions rendered since Jan. 1, 1939, and received by the Bureau of Unemployment Compensation through Mar. 31, 1939]

Issue involved <sup>1</sup>	Total decisions		Action on petition for review						Action on motion of final review authority or on first appeal		
			Appeals by claimants		Appeals by employers		Appeals by deputies		Appeals by claimants		Appeals by employers <sup>2</sup>
	Number <sup>3</sup>	Per cent	Decision of first appeal body affirmed; benefits denied or not modified	Decision of first appeal body reversed or modified; benefits allowed or modified	Decision of first appeal body affirmed; benefits allowed or not modified	Decision of first appeal body reversed or modified; benefits denied or modified	Previous decision affirmed	Previous decision reversed	Prior determination affirmed; benefits denied or not modified	Prior determination reversed or modified; benefits allowed or modified	Prior determination affirmed; benefits allowed or not modified
Total, all issues.....	509	100.0	164	101	98	22	57	54	5	7	1
Percentage total.....		100.0	32.2	19.8	19.3	4.3	11.2	10.6	1.0	1.4	0.2
Ability and availability.....	24	4.7	12	5	3		2	2	0	0	0
Claim and registration.....	76	14.9	32	44	0		0	0	0	0	0
Coverage, exclusions.....	14	2.8	1		7	3		3	0	0	0
Coverage, independent contractor.....	38	7.5	4	2	27	3	1		0	1	0
Coverage, number of workers.....	44	8.7	12	9	19	2	1	1	0	0	0
Coverage, miscellaneous, including multistate workers.....	36	7.1	5	6	9	5	9	2	0	0	0
Labor dispute.....	28	5.5	14	5	2	1	0	0	5		1
Misconduct, discharge for.....	29	5.7	17	3	8	1	0	0	0		0
Not unemployed.....	16	3.1	8	4	1		2	1	0	0	0
Other compensation <sup>4</sup> .....	1	.2			0		0	0	0	0	0
Suitable work, refusal of.....	9	1.8	3	1	4	1	1		0	0	0
Voluntary leaving.....	106	20.8	28	7	6	1	35	28		1	0
Wage credits, benefit rate, and duration.....	17	3.3	4	6	3	1				2	0
Wage credits, sufficiency.....	46	9.0	15	8	3	2		10		4	0
Wage credits, other.....	1	.2	0		1		0		0	0	0
Waiting period.....	5	1.0	3	1	0			1	0	0	0
Miscellaneous.....	19	3.7	6		5	2	2	4	0	0	0

<sup>1</sup> A few decisions involve more than 1 issue; only principal issue is given in this table. Seasonality is not listed, since no State reported this as principal issue.

<sup>2</sup> See tables 12 and 13 for number of decisions in each State.

<sup>3</sup> No decisions were made which reversed or modified prior determinations.

<sup>4</sup> Wages in lieu of notice, old-age benefits, workmen's compensation, etc.

Security Act. Federal instrumentalities are included to the extent permitted by Congress.

**Connecticut.**—The Connecticut law has been revised to provide a 1-year base period, comprising the first 4 of the last 5 quarters preceding the benefit year. The weekly benefit rate for total unemployment is established according to a schedule weighted for the lower paid groups, ranging from \$5 to \$15, with 50¢ intervals. Maximum duration of benefits is also specified in a schedule which is weighted for those individuals whose total earnings have been small. The highest possible total benefits in a benefit year are \$195 and the lowest \$20, but benefits are, in addition, limited to 13 times the weekly benefit amount. In order to qualify, an individual must have earned 24 times his weekly benefit amount. The waiting period is 2 weeks of total or partial unemployment during the benefit year, but at least 1 such week must occur within the 4 months prior to the week for which benefits are claimed. The period for which a disqualification is imposed has been increased from a maximum of 2 to 4 weeks, but, in such cases, weeks of disqualification are no longer charged as if benefits were paid. Women

are now disqualified for benefits if unemployment is due to pregnancy within 2 months of childbirth, and no women are eligible to receive benefits until 2 months after childbirth.

The experience rating system is based on the rate of compensable separations, with employers ranged in 13 groups paying rates of from 1.5 percent to 2.7 percent. Railroad workers are transferred to the Federal railroad unemployment insurance system.

**Florida.**—The 8-quarter base period has been retained, but the benefit amount is now computed as one-twentieth of the highest quarterly wage, rounded to the next higher 50¢, with a minimum of \$3 and a maximum of \$15. Partial benefits are payable when wages in any week fall below the weekly benefit amount and equal the difference between that amount and earnings in excess of \$2. The duration of benefits remains at 16 times the weekly benefit amount or one-sixth of base-period wages. The waiting period has been reduced to 2 weeks within the benefit year, and the amount of qualifying wages in the base period increased to 60 times the weekly benefit amount. Disqualifications bear an additional or alternative

**Table 12.—Decisions on final administrative review in appealed claims for unemployment benefits, by States**

[Decisions rendered since Jan. 1, 1939, and received by the Bureau of Unemployment Compensation through Mar. 31, 1939]

State	Total decisions		Action on petition for review						Action on motion of final review authority or on first appeal		
			Appeals by claimants		Appeals by employers		Appeals by deputies		Appeals by claimants		Appeals by employers <sup>1</sup>
	Number	Percent	Decision of first appeal body affirmed; benefits denied or not modified	Decision of first appeal body reversed or modified; benefits allowed or modified	Decision of first appeal body affirmed; benefits allowed or not modified	Decision of first appeal body reversed or modified; benefits denied or modified	Previous decision affirmed	Previous decision reversed or modified	Prior determination affirmed; benefits denied or not modified	Prior determination reversed or modified; benefits allowed or modified	Prior determination affirmed; benefits allowed or not modified
Total.....	509	100.0	164	101	98	22	57	54	5	7	1
Percent of total.....		100.0	32.2	19.8	19.3	4.3	11.2	10.6	1.0	1.4	0.2
Alabama.....	2	.4	1	1	0	0	0	0	0	0	0
California.....	6	1.2	5	5	1	0	0	0	0	0	0
Indiana.....	13	2.5	5	2	5	1	0	0	0	0	0
Maine.....	2	.4	0	0	1	1	0	0	0	0	0
Michigan.....	38	7.5	9	7	11	6	1	2	1	1	1
Minnesota.....	2	.4	1	1	1	0	0	0	0	0	0
New York.....	205	40.3	79	58	56	11	1	1	0	0	0
North Carolina.....	5	1.0	4	1	1	0	0	0	0	0	0
Oregon.....	4	.8	2	1	1	0	0	0	0	0	0
Pennsylvania.....	174	34.2	40	21	1	56	51	5	1	5	0
Texas.....	1	.2	0	0	0	0	0	0	0	0	0
Utah.....	2	.4	0	0	1	1	0	0	0	0	0
West Virginia.....	13	2.5	7	1	0	0	0	4	1	1	0
Wisconsin.....	42	8.2	20	1	19	2	0	0	0	0	0

<sup>1</sup> No decisions were made which reversed or modified prior determinations.

penalty of a maximum of 3 weeks' reduction in benefits. Employees are disqualified during the active progress of a labor dispute rather than during a stoppage of work, but the payment of regular union dues is specified as not financing a labor dispute. Provisions for a study of experience rating and for guaranteed-employment accounts are added. The act has also been revised to conform to the Railroad Unemployment Insurance Act.

**Nebraska.**—Amendments to simplify the benefit formula include the reduction of the base period to the first 4 of the 5 quarters preceding a benefit year; the computation of the weekly benefit amount as 50 percent of the full-time weekly wage rate or 4 percent of the highest quarterly wage in the base period; the rounding of the weekly benefit amount to the nearest dollar; a \$5 minimum benefit for total unemployment; and the payment of partial benefits (not heretofore provided) to equal the difference between the weekly benefit amount and wages in excess of \$3 in any week. The waiting period is 2 weeks of unemployment within a benefit year, and the amount of qualifying

wages within the base period is 30 times the weekly benefit amount.

New provisions disqualify workers who have received \$200 a month for 10 of the last 12 months or \$50 a week for 45 of the last 52 weeks from one employer. Workers receiving private pensions (to the extent of such pensions), workers suspended for not over 30 days on account of misconduct connected with their jobs, and students are also disqualified. Women whose employment has been discontinued because of marriage cannot receive any benefits based on wage credits prior to marriage.

Employers who paid the Federal tax in 1936 but received no credit because at that time the State did not have an unemployment compensation law are to have credited to their reserve accounts their share of the refund to the State made available by the Federal Government. Whenever the pooled account is less than \$100,000, 0.25 percent of wages are to be credited to the pooled account for a 6-month period. The act transfers railroad workers to the Federal railroad unemployment insurance system.

**Table 13.—Decisions on final administrative review in appealed claims for unemployment benefits, by States and issues involved <sup>1</sup>**

[Decisions rendered since Jan. 1, 1939, and received by the Bureau of Unemployment Compensation through Mar. 31, 1939]

State	Total decisions		Ability and availability	Claim and registration	Coverage, exclusions	Coverage, independent contractors	Coverage, number of workers	Coverage, miscellaneous, including multistate workers	Labor dispute	Misconduct, discharge for	Not unemployed	Other compensations <sup>2</sup>	Suitable work, refusal of	Voluntary leaving	Wage credits, benefit rate, and duration	Wage credits, sufficiency	Wage credits, other	Waiting period	Miscellaneous
	Number	Percent																	
Total.....	509	100.0	24	76	14	38	44	36	28	29	16	1	9	106	17	46	1	5	19
Percent of total.....		100.0	4.7	14.9	2.8	7.5	8.7	7.1	5.5	5.7	3.1	0.2	1.8	20.8	3.3	9.0	0.2	1.0	3.7
Alabama.....	2	.4	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0
California.....	6	1.2	0	0	0	0	0	0	5	0	0	0	0	0	0	1	0	0	0
Indiana.....	13	2.5	3	0	1	3	0	3	0	0	0	0	2	1	0	0	0	0	0
Maine.....	2	.4	0	0	0	1	0	1	0	0	0	0	0	0	0	0	0	0	0
Michigan.....	38	7.5	2	1	0	7	5	3	3	1	3	1	2	3	1	3	0	0	3
Minnesota.....	2	.4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2
New York.....	205	40.3	7	73	11	21	35	14	9	6	6	0	( <sup>3</sup> )	7	9	1	4	2	2
North Carolina.....	5	1.0	1	1	0	0	0	1	0	0	0	0	0	0	0	1	0	0	1
Oregon.....	4	.8	0	1	0	0	0	0	2	0	1	0	0	0	0	0	0	0	0
Pennsylvania.....	174	34.2	3	0	2	1	4	14	0	( <sup>4</sup> )	6	0	1	92	9	30	0	1	11
Texas.....	1	.2	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Utah.....	2	.4	0	0	0	1	0	0	0	1	0	0	0	0	0	0	0	0	0
West Virginia.....	13	2.5	2	0	0	0	0	0	6	1	0	0	0	3	0	1	0	0	0
Wisconsin.....	42	8.2	6	0	0	4	0	0	0	20	0	0	4	7	0	1	0	0	0

<sup>1</sup> A few decisions involve more than 1 issue; only principal issue is given in this table. Seasonality is not listed, since no State reported this as principal issue.

<sup>2</sup> Wages in lieu of notice, old-age benefits, workmen's compensation, etc.

<sup>3</sup> New York has no disqualification for voluntary leaving.

<sup>4</sup> Pennsylvania has no disqualification for misconduct.



*New York.*—The benefit formula has been revised so that the base year is the calendar year immediately preceding the benefit year in each case, and benefits are now computed from a schedule in \$1 intervals ranging from \$7 to \$15. A flat duration of 13 weeks has been established, to be obtained after a worker has earned in the base period qualifying wages of 25 times his weekly benefit amount and has served a waiting period of 3 weeks within the benefit year. Part-time workers may receive proportionately lower benefit rates and earn less in order to qualify.

There is still no provision for partial unemployment, but odd-job earnings of \$3 rather than \$2 are excluded in determining whether an individual is totally unemployed. Caddies and minor students doing part-time work are excluded, and the definition of farm labor is broadened slightly. The procedure for appeals has been somewhat revised also. The advisory council is authorized to select a paid executive secretary and research assistant. Railroad workers are transferred to the Federal railroad unemployment insurance system.

# PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF PUBLIC ASSISTANCE RESEARCH

## STATISTICS FOR THE UNITED STATES, MAY 1939

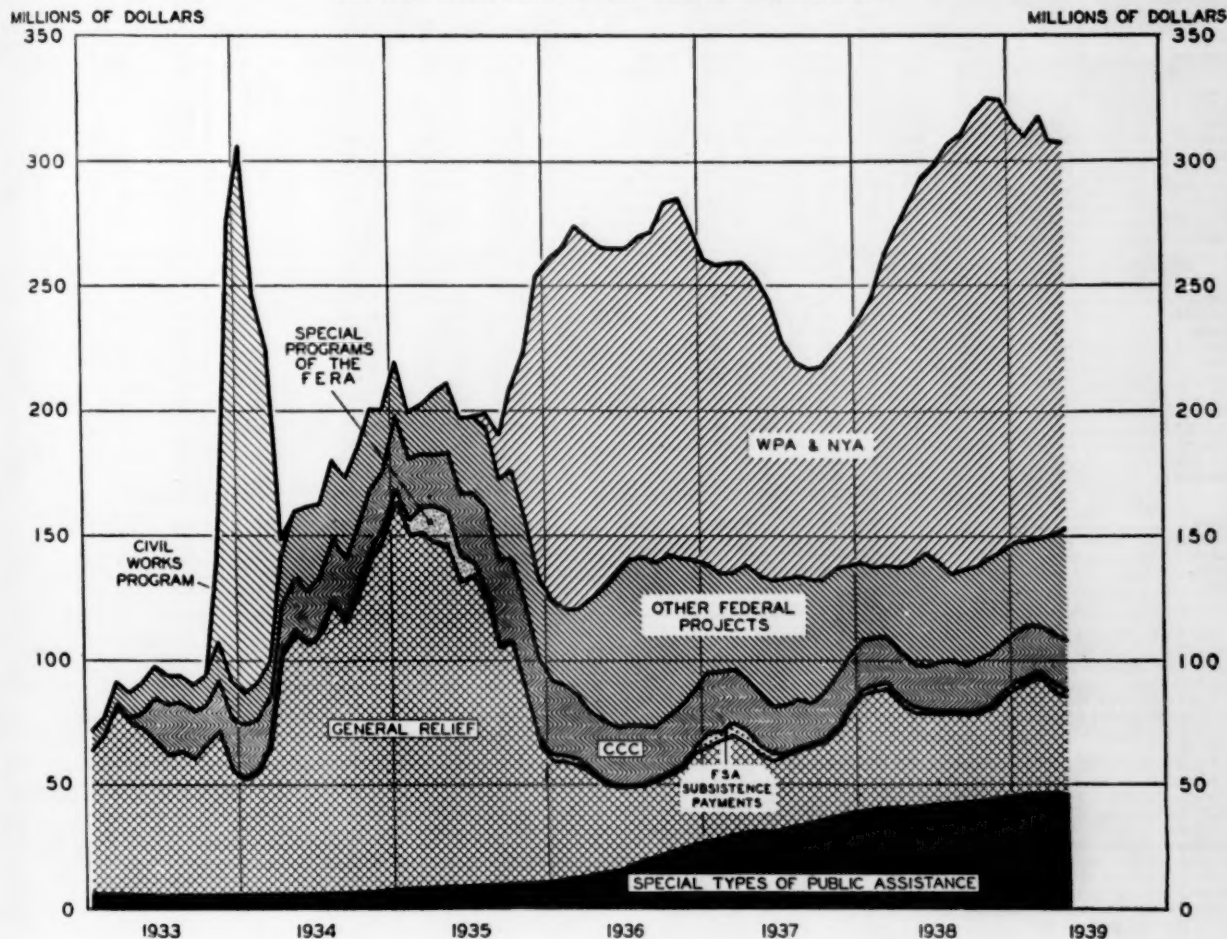
IN MAY the amount of payments for public assistance and earnings under Federal work programs in the continental United States was \$307.6 million. This amount does not include the cost of administering these programs; of materials, equipment, and other items used on work programs; or of transient care. The total spent in May was 0.5 percent less than in April and was the lowest amount expended since August 1938.

The decline from April to May is attributable to decreases in the amount of earnings on work projects operated by the Works Progress Administration and in payments to general relief cases.

Earnings of persons employed on work projects operated by the WPA amounted to \$140.7 million, and payments to general relief cases to \$39.1 million. These amounts represent decreases from the preceding month of 3.9 and 4.9 percent, respectively. Together these types of aid account for nearly 60 percent of all public assistance and earnings disbursed in May.

Payments to recipients of old-age assistance, aid to dependent children, and aid to the blind amounted to \$46.2 million, a decrease of 0.1 percent from April. These payments comprised 15 percent of the total for May.

Chart I.—Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–May 1939 (see table 1)



Earnings of persons employed on other Federal work and construction projects amounted to \$45.7 million or almost 15 percent of the total expended. This amount was 13.2 percent greater than for April. Earnings of persons employed on WPA-financed projects operated by other Federal agencies were \$7.1 million—an increase of 17.9 percent above the April level—and represented more than 2 percent of the total for May.

Earnings of persons enrolled in the Civilian

Conservation Corps amounted to \$20.4 million or about 7 percent of the total. This was an increase of 2.3 percent over the previous month. Student aid and earnings on work projects of the National Youth Administration totaled \$6.7 million, only slightly more than 2 percent of the aggregate expenditure. Both these items declined somewhat from the previous month—the former 2.8 percent and the latter 0.5 percent.

Aggregate expenditures for emergency subsist-

**Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1937–May 1939<sup>1</sup>**

[In thousands]

Year and month	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—			Subsistence payments certified by the Farm Security Administration <sup>5</sup>	Earnings of persons employed under Federal work programs <sup>6</sup>					
		Special types of public assistance <sup>2</sup>	General relief <sup>3</sup>	Relief under special programs of the Federal Emergency Relief Administration <sup>4</sup>		Civilian Conservation Corps <sup>7</sup>	Works Progress Administration <sup>8</sup>		National Youth Administration <sup>9</sup>		Other Federal work and construction projects <sup>10</sup>
							Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
1937 total.....	\$2,868,743	\$397,867	\$406,707	\$2	\$35,894	\$245,756	\$1,186,266	.....	\$24,288	\$32,663	\$539,299
January.....	260,200	27,802	37,889	(11)	12 5,484	24,485	114,838	.....	2,967	3,087	43,707
February.....	258,137	28,876	39,290	(11)	12 3,755	24,158	116,047	.....	3,227	3,245	39,567
March.....	259,150	30,238	39,786	(11)	12 5,553	21,238	116,912	.....	3,316	3,226	38,880
April.....	258,944	31,125	35,745	.....	5,260	21,228	113,831	.....	3,347	3,191	45,217
May.....	253,149	31,692	30,615	.....	3,671	21,039	112,178	.....	3,642	3,106	47,206
June.....	244,204	31,462	28,226	.....	3,236	19,356	106,368	.....	1,992	2,920	50,643
July.....	227,289	33,025	29,015	.....	941	19,334	91,690	.....	0	2,491	50,793
August.....	219,096	34,056	29,955	.....	1,346	19,439	82,778	(12)	.....	2,348	49,175
September.....	216,420	35,576	30,274	.....	1,197	16,312	81,146	.....	164	2,193	49,558
October.....	217,747	36,625	30,726	.....	1,306	18,379	81,369	.....	1,599	2,165	45,488
November.....	224,384	38,004	33,977	.....	1,779	20,876	82,634	.....	1,977	2,263	42,873
December.....	229,964	39,385	41,238	.....	2,276	19,912	86,475	.....	2,056	2,429	36,192
1938 total.....	3,485,623	509,083	475,854	.....	22,600	230,166	1,722,276	\$28,554	19,598	41,558	435,834
January.....	237,238	40,103	46,398	.....	2,204	19,940	93,060	.....	1,996	2,552	30,985
February.....	245,636	40,573	47,178	.....	2,473	19,309	103,092	.....	2,166	2,688	28,156
March.....	263,030	41,284	47,287	.....	2,577	18,336	119,693	.....	2,203	2,739	28,911
April.....	273,880	41,478	41,038	.....	2,336	18,311	131,419	.....	2,255	2,766	34,278
May.....	283,627	41,740	37,344	.....	2,156	18,014	137,916	.....	2,406	3,075	40,976
June.....	294,353	41,826	36,750	.....	1,756	17,174	146,068	.....	1,550	3,585	45,644
July.....	299,038	42,442	36,027	.....	1,291	19,848	151,416	4,293	0	3,701	40,020
August.....	307,204	42,834	36,220	.....	1,119	20,334	163,378	4,621	6	3,903	34,790
September.....	311,086	43,285	35,440	.....	1,231	18,767	164,910	4,749	211	3,930	38,564
October.....	320,323	43,792	34,933	.....	1,492	20,367	171,162	4,939	1,980	4,028	37,631
November.....	325,562	44,376	36,460	.....	1,703	20,514	172,257	4,968	2,408	4,193	38,683
December.....	324,546	45,351	40,779	.....	2,262	19,252	167,906	4,984	2,417	4,400	37,195
1939											
January.....	316,186	45,952	43,581	.....	2,391	20,642	152,843	4,761	2,266	4,347	36,403
February.....	309,933	46,239	44,914	.....	2,327	20,689	150,218	4,474	2,457	4,472	34,142
March.....	317,748	46,398	46,436	.....	2,492	18,103	157,623	4,400	2,433	4,450	35,413
April.....	309,077	46,228	41,148	.....	2,243	19,974	146,308	6,019	2,484	4,305	40,368
May.....	307,586	46,172	39,131	.....	1,687	20,432	140,666	7,096	2,415	4,284	45,703

<sup>1</sup> See *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 48–49, for information for 1933–36. Figures exclude cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care. Figures are partly estimated and subject to revision.

<sup>2</sup> Payments to recipients from Federal, State, and local funds in States administering the 3 special types of public assistance under the Social Security Act and from State and local funds only in States not participating under the act.

<sup>3</sup> Figures for January–March 1937 from the WPA, Division of Statistics.

<sup>4</sup> Figures from the WPA, Division of Statistics; include obligations incurred for relief extended to cases under emergency education, student aid, and rural rehabilitation programs of the FERA.

<sup>5</sup> Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administration); represent net amount of emergency grant vouchers certified to cases during month.

<sup>6</sup> Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

<sup>7</sup> Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$70 per month. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects financed from WPA funds and cover all pay-roll periods ended during month.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent earnings during all pay-roll periods ended during month.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during monthly period ended on 15th of specified month.

<sup>11</sup> Less than \$1,000: \$634, \$765, \$724, respectively.

<sup>12</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

<sup>13</sup> Less than \$1,000.



ence payments certified by the Farm Security Administration were \$1.7 million, approximately 25 percent below the amount expended for April. This large decline had little effect on the total decrease, however, since such payments amounted to only 0.6 percent of total payments for May.

With the exception of emergency subsistence payments certified by the FSA, each type of earnings and public assistance increased during May 1939 as compared with May of the previous year. Payments to recipients of old-age assistance, aid to dependent children, and aid to the blind

increased 10.6 percent from May 1938. General relief extended to cases was 4.8 percent greater in May 1939 than in the previous May. Earnings of persons employed on projects operated by the WPA increased 2 percent, and earnings of persons employed on other Federal work and construction projects increased 11.5 percent over this same period.

The amount expended by the NYA for student aid increased less than 0.5 percent from May 1938, although the amount expended for work projects increased almost 40 percent. In May

Table 2.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1937–May 1939<sup>1</sup>

[In thousands]

Year and month	Recipients of special types of public assistance <sup>2</sup>				Cases receiving general relief <sup>3</sup>	Cases aided under special programs of the Federal Emergency Relief Administration <sup>4</sup>	Cases for which subsistence payments were certified by the Farm Security Administration <sup>5</sup>	Persons employed under Federal work programs <sup>6</sup>						
	Old-age assistance	Aid to dependent children		Aid to the blind				Works Progress Administration <sup>8</sup>		National Youth Administration <sup>9</sup>		Other Federal work and construction projects <sup>10</sup>		
		Families	Children					Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects			
													Civilian Conservation Corps <sup>7</sup>	
1937														
January.....	1,150	166	411	47	1,662	(11)	12 335	350	2,127	-----	417	185	544	
February.....	1,200	171	421	47	1,726	(11)	12 229	345	2,145	-----	427	189	477	
March.....	1,256	178	437	48	1,684	(11)	12 323	303	2,125	-----	440	192	476	
April.....	1,296	183	450	49	1,550	-----	-----	300	2,075	-----	442	192	513	
May.....	1,327	189	464	49	1,382	-----	-----	218	2,018	-----	424	185	560	
June.....	1,290	192	473	50	1,277	-----	-----	191	1,874	-----	249	173	588	
July.....	1,392	196	482	50	1,257	-----	-----	54	1,628	-----	0	150	586	
August.....	1,432	203	502	51	1,271	-----	-----	78	1,509	-----	(11)	133	543	
September.....	1,467	209	518	52	1,265	-----	-----	67	1,454	-----	36	127	522	
October.....	1,503	215	533	54	1,270	-----	-----	71	1,460	-----	244	123	490	
November.....	1,541	220	544	55	1,368	-----	-----	83	1,501	-----	283	127	465	
December.....	1,577	228	565	56	1,626	-----	-----	109	1,594	-----	304	136	404	
1938														
January.....	1,600	234	578	57	1,863	-----	-----	108	285	1,801	-----	310	146	333
February.....	1,623	241	595	59	1,996	-----	-----	119	276	2,001	-----	320	152	315
March.....	1,646	247	610	60	1,993	-----	-----	126	262	2,319	-----	327	155	337
April.....	1,662	252	622	60	1,815	-----	-----	117	262	2,538	-----	334	159	391
May.....	1,677	256	630	62	1,695	-----	-----	112	257	2,638	-----	329	179	487
June.....	1,657	258	638	62	1,650	-----	-----	93	238	2,741	-----	219	209	541
July.....	1,708	260	640	63	1,612	-----	-----	70	284	2,912	85	0	215	521
August.....	1,717	265	651	64	1,581	-----	-----	62	290	3,037	85	2	219	339
September.....	1,732	268	659	65	1,525	-----	-----	69	268	3,120	89	49	221	357
October.....	1,748	271	664	65	1,496	-----	-----	79	291	3,192	90	322	220	376
November.....	1,763	274	672	66	1,518	-----	-----	89	293	3,238	91	364	230	378
December.....	1,778	280	685	67	1,631	-----	-----	115	275	3,066	90	372	240	368
1939														
January.....	1,792	288	702	67	1,773	-----	-----	126	295	2,928	88	372	237	351
February.....	1,804	296	718	67	1,845	-----	-----	123	296	2,905	85	382	242	342
March.....	1,818	298	721	67	1,852	-----	-----	127	259	2,917	86	377	235	349
April.....	1,834	296	715	68	1,725	-----	-----	114	285	2,784	107	382	228	385
May.....	1,835	299	722	68	1,645	-----	-----	87	292	2,474	130	371	224	440

<sup>1</sup> See *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 50–51, for information for 1933–36. Figures exclude administrative employees and recipients of transient care. Figures are partly estimated and subject to revision.

<sup>2</sup> Includes recipients of the 3 special types of public assistance under the Social Security Act and recipients of similar types of assistance in States not participating under the act.

<sup>3</sup> Figures for January–March 1937 from the WPA, Division of Statistics.

<sup>4</sup> Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, and rural rehabilitation programs of the FEPA.

<sup>5</sup> Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administration); represent net number of emergency grant vouchers certified to cases during month. Ordinarily only 1 grant voucher per case is certified per month.

<sup>6</sup> Figures include persons certified as in need of relief and all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrolled persons only.

<sup>7</sup> Figures are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects financed from WPA funds.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent number of different persons employed during month.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period ended on 15th of specified month.

<sup>11</sup> Less than 500 persons.

<sup>12</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

of both 1938 and 1939 the amount expended by the NYA was only about 2 percent of the total. Earnings of persons enrolled in the CCC were 13.4 percent larger than a year ago. The decline in FSA payments was substantial, amounting to 21.8 percent.

The movement of total income payments in the continental United States from January 1929 through May 1939 is shown in chart II, which was prepared by the Department of Commerce. This chart indicates the relative importance of different types of income payments, including public assistance and earnings under Federal work programs.

### Unduplicated Count

Fourteen States reported the number of households receiving one or more of the special types of public assistance, general relief, or general relief and one or more of the special types of public assistance. Duplications of this kind may occur, for example, in a household in which a needy blind person receives blind assistance, and a widow receives aid in behalf of her dependent children. Another example may be that of a household in which an aged woman receives old-age assistance and a younger sister is on the general relief rolls because of permanent disability which prevents employment. In other instances, general relief funds may be used to supplement payments for aid to dependent children when the grant made is insufficient for the family's need.

A total of 391,695 cases in 362,944 households

in these 14 States received one or more of the special types of public assistance and/or general relief. This represents a duplication in the number of individual cases of 28,751 or 7.9 percent. The range of duplication in the various States was from none in Arkansas to 16.2 percent in Montana.

### General Relief

Obligations incurred in May for payments to 1.6 million general relief cases in the continental United States amounted to \$39.1 million—the smallest aggregate expenditure for this type of assistance since November of last year. This sum includes assistance in cash and in kind and the cost of providing services, such as medical care, to recipients. It excludes costs of administration, of hospitalization and burial, and of special programs financed from general relief funds. The general relief case may be a single individual, a family, or a group of unrelated persons living together as a social and economic unit.

For the group of 42 States reporting actual figures for both April and May, the total number of cases assisted and the total amount of payments decreased about 5 percent in May, thereby continuing the decline which began in the previous month. In May reductions occurred in both items in 32 of these States; in Delaware, Iowa, Maryland, Michigan, Minnesota, Montana, North Dakota, Oregon, Washington, and Wyoming the decreases exceeded 10 percent. Increases in both the number of cases and the amount of obligations were reported by Arizona, Arkansas, Florida,

Table 3.—Number of households receiving one or more of the special types of public assistance and/or general relief and percent of duplication in the case count in 14 States, May 1939

State	Number of households receiving one or more of the special types of public assistance and/or general relief	Recipients of the special types of public assistance and cases receiving general relief					Percent of duplication
		Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	General relief	
Total.....	362,944	391,695	226,536	60,376	7,330	97,453	7.9
Arizona.....	11,930	12,886	7,173	2,481	308	2,924	8.0
Arkansas.....	25,528	25,528	16,979	4,010	624	3,915	0
Idaho.....	12,736	13,456	8,436	2,673	290	2,087	5.7
Kansas.....	46,162	50,286	23,892	5,935	1,061	19,398	8.9
Louisiana.....	46,749	49,409	29,851	10,819	895	7,844	5.7
Maryland.....	31,144	35,821	17,719	7,835	646	9,621	15.0
Montana.....	17,604	20,456	12,220	2,176	139	5,921	16.2
New Mexico.....	7,569	7,637	3,899	1,666	203	1,869	.9
North Dakota.....	13,363	15,203	8,114	2,064	116	4,909	13.8
South Carolina.....	32,187	32,539	24,532	4,488	904	2,615	1.1
Utah.....	19,681	21,987	13,599	3,168	209	5,011	11.7
Washington.....	50,851	57,301	38,875	5,407	999	12,020	12.7
West Virginia.....	42,217	43,558	18,095	6,960	782	17,721	3.2
Wyoming.....	5,223	5,628	3,182	694	154	1,628	7.8

<sup>1</sup> Does not include a relatively small number of cases receiving general relief from local funds.

<sup>2</sup> Does not include 232 cases receiving aid from county indigent funds.

<sup>3</sup> Does not include 63 cases receiving general relief administered by local public agencies.

Mississippi, and New Mexico—States in which relatively small sums were expended for general relief. In Pennsylvania the number of cases declined slightly in May but the volume of assistance increased 5 percent.

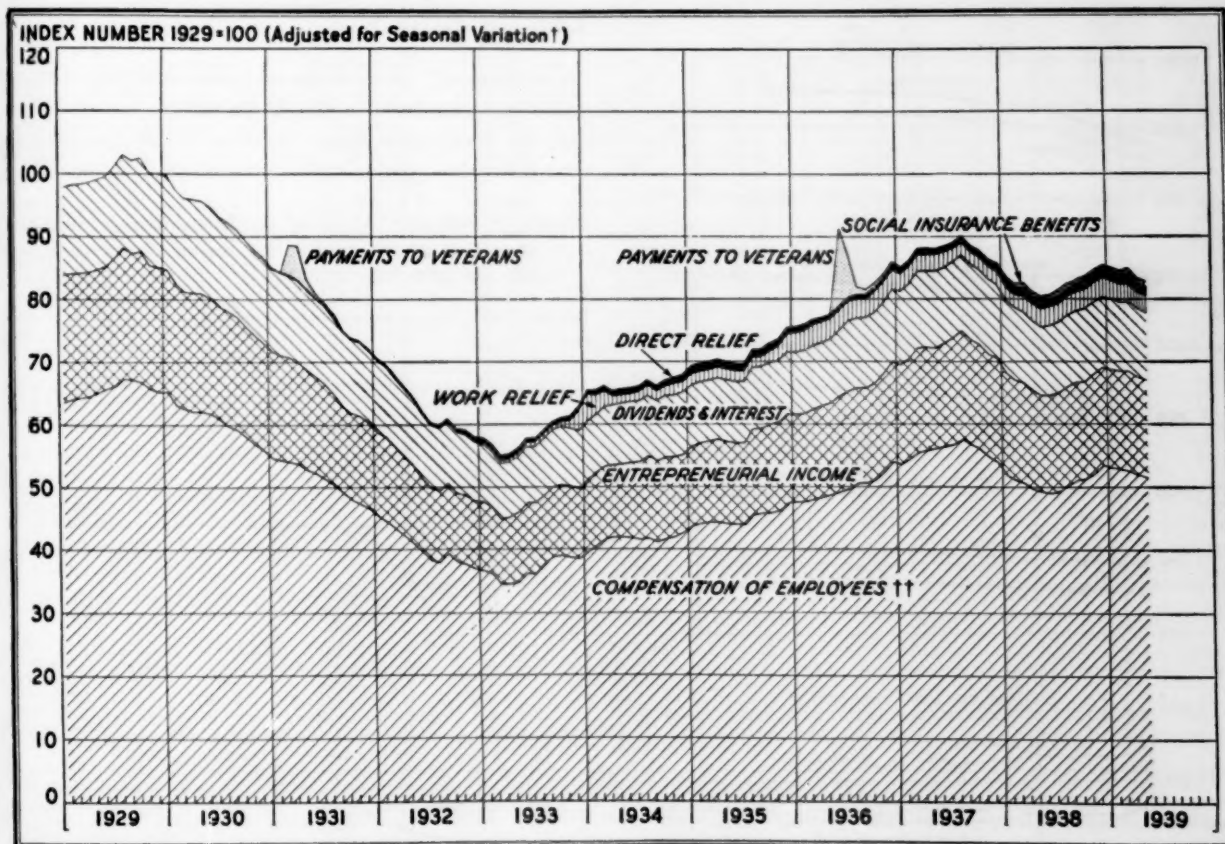
Total expenditures for general relief were about 7 percent higher than a year ago in the group of 40 States for which comparisons with May 1938 for both cases and amount are shown in table 4. Larger sums were expended in May of this year in 21 of these States, the increases ranging from 1.6 percent in Connecticut to 50.5 percent in Utah. In the other 19 States there were declines in the volume of payments varying from 0.8 percent in Florida and Vermont to 43.9 percent in Michigan. The amount of assistance also decreased in Washington which is not included in the 40 States because of the lack of comparable data on the number of cases aided.

## Special Types of Public Assistance

In May \$46.3 million was disbursed for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii. Included in this total are payments to recipients under State plans approved by the Social Security Board and payments made under State laws without Federal financial participation. Excluded are costs of administration and of certain services, such as hospitalization and burial, about which State practice varies widely.

Almost 98 percent of total payments for May for the special types of public assistance was expended in States administering plans approved by the Social Security Board. Of the \$45.3 million paid to recipients in States with approved plans, \$35.3 million was received by 1.8 million

Chart II.—Index of income payments in the continental United States, January 1929–May 1939



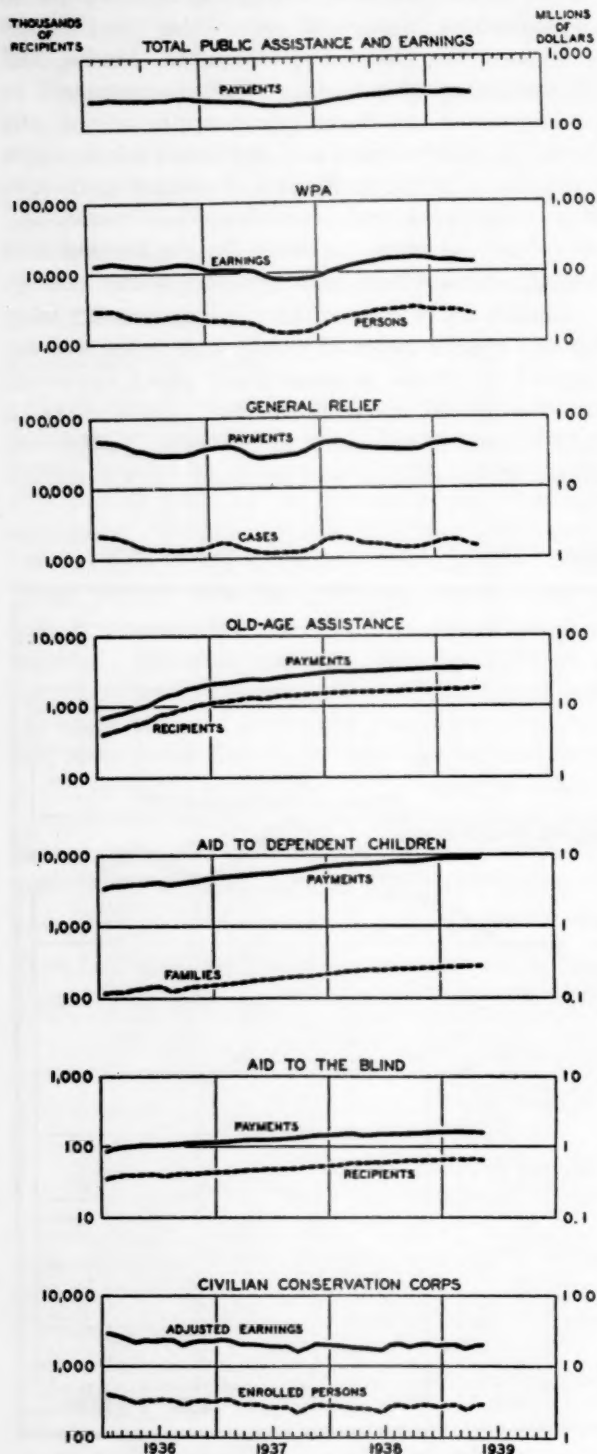
†Work relief, direct relief, social insurance benefits, and payments to veterans not adjusted for seasonal variation.

††Excluding work relief.

Prepared by U. S. Department of Commerce, Division of Economic Research, National Income Section.



**Chart III.—Trend of public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1936–May 1939 (semilogarithmic scale)<sup>1</sup>**



<sup>1</sup> See tables 1 and 2 for programs not included in this chart.

aged persons, \$8.9 million by 286,000 families in behalf of 692,000 dependent children, and approximately \$1 million by 44,100 recipients of aid to the blind.

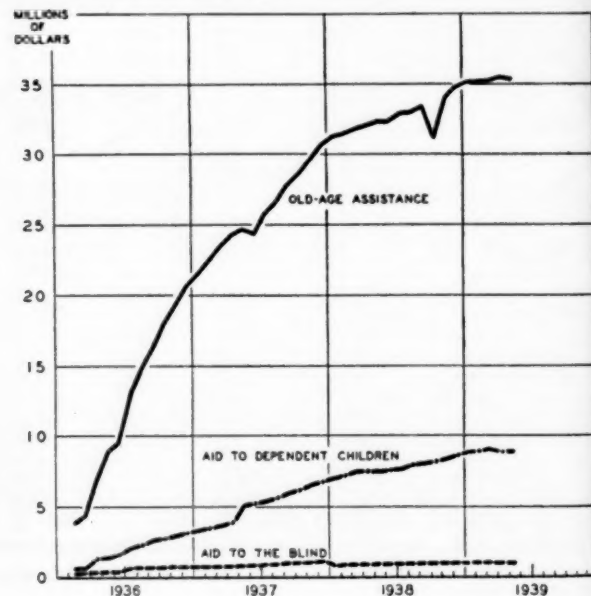
Assistance amounting to about \$1 million was paid to families with dependent children and to blind persons in States in which these types of aid are administered without Federal financial participation. Almost two-thirds of this sum was received by 23,500 blind persons in 5 States. The remaining third was paid to 14,700 families in behalf of 34,000 dependent children in 8 States.

Although the total amount of obligations incurred for assistance declined slightly from April to May, total payments for the latter month were greater by \$4.4 million or 10.6 percent than in May 1938. The largest relative gain from last May—17.4 percent—occurred in the amount expended for aid to dependent children. Total payments for old-age assistance and aid to the blind each were about 9 percent higher than a year ago.

#### Old-Age Assistance

In the 51 jurisdictions administering old-age assistance under the Social Security Act the number of recipients and amount of obligations incurred were practically unchanged from April

**Chart IV.—Special types of public assistance in States with plans approved by the Social Security Board, February 1936–May 1939**



to May. Only a few States reported sizable percentage changes in either item.

In Georgia a shortage of available State funds necessitated a marked contraction in expenditures for all three special types of public assistance. For old-age assistance declines of about 40 percent

occurred in both the number aided and the volume of payments. A similar situation existed in Oklahoma where State tax receipts fell below the anticipated level. Payments to the aged in Oklahoma dropped about 10 percent from April to May, although the number of recipients increased

Table 4.—General relief in the continental United States, by States, May 1939

[Data reported by State agencies, corrected to June 25, 1939]

State	Number of cases receiving relief	Amount of obligations incurred for relief <sup>1</sup>	Average amount per case	Percentage change from—			
				April 1939 in—		May 1938 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States <sup>2</sup> .....	1,645,000	\$39,131,000					
Total for 42 States reporting actual figures.....	1,489,419	36,633,573	\$24.60	-4.5	-4.7	( <sup>3</sup> ) ( <sup>4</sup> )	+6.9
Alabama.....	2,047	18,515	9.06	-6.0	-4.7	-8.7	-15.4
Arizona.....	2,924	35,924	12.29	+4.1	+2.3	+5.1	-9.3
Arkansas.....	3,915	18,660	4.77	+2.0	+1.2	-5.2	-25.6
California.....	127,596	3,783,069	29.65	-7.0	-8.6	+15.7	+21.9
Colorado.....	13,534	187,403	13.85	-2.1	+1.8	( <sup>5</sup> )	( <sup>6</sup> )
Connecticut.....	22,407	587,308	26.21	-6.7	-5.4	-5.9	+1.6
Delaware.....	1,801	31,620	17.56	-13.5	-21.5	+16.2	+16.1
District of Columbia.....	1,677	45,607	27.20	-4.9	-4.8	-29.0	-25.6
Florida.....	7,797	53,752	6.89	+3.9	+4.3	-3.1	-8
Georgia.....	6,273	36,135	5.76	-2.8	-8.6	-14.8	-17.7
Illinois.....	187,789	4,016,675	21.39	-2.0	-9.6	+8.1	+17.0
Iowa.....	28,651	454,848	15.88	-11.1	-13.0	-3	+4.4
Kansas.....	19,398	249,087	12.84	-4.8	-5.8	+23.9	+27.3
Louisiana.....	7,844	101,433	12.93	-2.2	-2.3	+5.7	+4.6
Maine.....	11,280	232,364	20.60	-9.3	-12.9	-10.7	-9.5
Maryland.....	9,621	178,591	18.56	-11.4	-20.8	+23.9	+6.7
Massachusetts.....	64,925	1,785,001	27.49	-6.3	-1	-10.6	-8.1
Michigan.....	70,696	1,428,907	20.21	-10.8	-13.6	-42.8	-43.9
Minnesota.....	40,722	975,105	23.95	-11.8	-13.8	+9.2	+13.6
Mississippi.....	1,014	4,295	4.24	+1.6	+8.2	-4.4	+7.9
Missouri.....	38,371	417,123	10.87	-1.7	-5.3	-10.0	+5.8
Montana.....	5,921	64,864	10.95	-20.5	-26.7	-1.2	-27.0
Nebraska.....	9,257	105,574	11.40	-7.3	-11.4	+35.8	+18.6
Nevada.....	540	8,036	14.88	-14.4	-6.2	-19.3	-9.6
New Hampshire.....	8,179	203,729	24.91	-9.3	-9.6	-6.8	-5.1
New Mexico.....	2,101	13,198	6.28	+1.5	+3.9	+5.6	+2.6
New York.....	292,272	10,317,385	35.30	-2.2	-4.9	+8	+4.3
North Carolina.....	5,971	35,698	5.98	-2.5	+2.6	-12.9	-9.2
North Dakota.....	4,909	74,391	15.15	-13.5	-13.5	-22.1	-20.6
Ohio.....	89,033	1,546,916	17.37	-1.0	-1.8	-18.0	-12.3
Oregon.....	10,342	156,084	15.09	-14.7	-14.7	-7.3	-10.2
Pennsylvania.....	272,322	7,696,860	28.26	-6	+5.1	+24.7	+30.9
South Carolina.....	2,678	25,767	9.62	-6	+2.9	+21.1	+9.6
South Dakota.....	4,502	65,431	14.53	-14.4	-9.9	-4.1	+9.6
Texas.....	14,513	127,246	8.77	-3.1	-4.5	+10.0	+17.4
Utah.....	5,011	99,996	19.96	-1.5	+1.5	+51.8	+50.5
Vermont.....	2,940	64,678	22.00	-10.3	-7.0	-4.8	-8
Virginia.....	9,072	82,742	9.12	-7.4	-5.4	-43.6	-25.0
Washington <sup>7</sup> .....	12,020	144,311	12.01	-30.7	-16.0	( <sup>8</sup> )	-34.0
West Virginia.....	17,721	146,691	8.28	-9.8	-13.4	-26.1	-38.6
Wisconsin.....	48,205	985,000	20.43	-6.5	-4	+8.0	+35.2
Wyoming.....	1,628	27,554	16.93	-23.8	-27.8	+3.2	+3.7
Total for 7 States for which figures are estimated <sup>9</sup> .....	155,200	2,497,000					
Idaho.....	2,200	29,000					
Indiana.....	49,000	605,000					
Kentucky.....	5,800	48,000					
New Jersey.....	66,600	1,469,000					
Oklahoma.....	16,000	59,000					
Rhode Island.....	10,700	264,000					
Tennessee.....	4,900	23,000					

<sup>1</sup> From State and local funds; excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Partly estimated.

<sup>3</sup> Percentage change for 39 States and the District of Columbia reporting comparable data for May 1938 and May 1939; does not include Colorado and Washington.

<sup>4</sup> Increase of less than 0.1 percent.

<sup>5</sup> Not computed, because comparable data not available.

<sup>6</sup> Medical care amounting to \$7,742 not included, because number of cases receiving this service only are not available.

<sup>7</sup> Estimated by the Social Security Board for all States except Indiana and Tennessee, for which estimates were made by State agencies.

slightly. In Colorado the number assisted was approximately the same in both months, but the total amount of obligations incurred in May was 6.6 percent smaller than the sum disbursed in April. The decline of about 4 percent in the amount of payments in Pennsylvania reflects the influence of a revised schedule of writing assistance checks in that State.

The largest percentage increases from April to May occurred in Virginia and Michigan. In Virginia, where payments under the Social Secu-

rity Act have been made for less than a year, both items increased between 6 and 7 percent. The increases of 6.3 percent in the number aided and 5.3 percent in the volume of payments in Michigan furthered the expansion which began in March, following the appropriation of additional State funds for old-age assistance for the remaining months of the fiscal year.

For the 50 jurisdictions making payments under approved plans for May in 1938 and 1939, the total number of recipients and total amount

**Table 5.—Special types of public assistance in States with plans approved by the Social Security Board, by months, February 1936–May 1939<sup>1</sup>**

[Data reported by State agencies, corrected to June 15, 1939]

Year and month	Number of recipients				Amount of obligations incurred for payments to recipients <sup>2</sup>			
	Old-age assistance	Aid to dependent children <sup>3</sup>		Aid to the blind	Total	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind
		Families	Children					
1936 total (11 months).....					\$163,510,045	\$135,969,424	\$21,571,381	\$5,969,240
February.....	247,421	26,670	68,915	12,054	4,644,154	3,752,455	604,962	286,737
March.....	294,075	27,446	70,300	13,099	5,292,303	4,335,522	641,168	315,613
April.....	471,100	56,952	141,552	16,376	8,807,061	7,087,664	1,334,345	385,052
May.....	568,240	61,500	152,082	16,641	10,782,622	8,977,539	1,405,943	399,140
June.....	603,710	69,664	175,144	17,571	11,710,049	9,651,969	1,634,648	423,432
July.....	785,667	89,372	223,001	26,500	15,783,748	13,030,934	2,106,224	646,590
August.....	804,481	83,999	215,024	26,901	17,886,014	14,890,365	2,332,124	663,525
September.....	896,862	91,738	233,795	27,478	19,539,565	16,238,430	2,617,830	683,305
October.....	971,162	105,312	267,016	27,981	21,435,174	17,953,719	2,776,640	704,815
November.....	1,033,470	109,166	277,198	28,456	22,992,494	19,312,868	2,956,849	722,777
December.....	1,104,647	111,914	284,601	28,969	24,636,861	20,737,959	3,160,648	738,254
1937 total.....					382,791,215	310,394,105	61,408,635	10,989,075
January.....	1,147,993	117,761	299,757	29,417	25,677,890	21,594,369	3,333,145	750,376
February.....	1,197,810	122,456	310,488	30,117	26,756,822	22,486,548	3,503,164	767,110
March.....	1,254,307	128,690	325,060	30,993	28,087,666	23,553,047	3,746,879	787,740
April.....	1,294,388	134,907	341,083	31,594	29,004,268	24,312,544	3,896,532	795,192
May.....	1,325,481	165,498	406,689	33,734	30,655,490	24,705,131	5,103,776	846,583
June.....	1,290,673	171,410	421,837	35,042	30,527,241	24,412,863	5,239,847	874,531
July.....	1,392,985	175,022	431,626	37,248	32,149,009	25,819,773	5,406,314	922,922
August.....	1,433,806	182,850	452,568	38,618	33,193,505	26,608,569	5,637,514	947,422
September.....	1,468,878	193,696	480,561	40,136	34,856,835	27,865,117	5,957,652	1,034,066
October.....	1,504,910	199,334	495,452	41,185	35,908,857	28,640,469	6,211,896	1,056,492
November.....	1,543,397	204,464	508,419	42,560	37,304,499	29,661,716	6,554,448	1,088,235
December.....	1,579,353	211,721	526,609	43,718	38,669,133	30,733,959	6,816,868	1,118,306
1938 total.....					494,902,377	390,522,035	93,415,022	10,965,320
January.....	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662	808,420
February.....	1,625,540	224,737	557,613	35,149	39,510,599	31,443,874	7,222,237	844,488
March.....	1,648,306	231,001	572,582	36,393	40,217,107	31,821,575	7,524,472	871,060
April.....	1,664,541	236,241	585,190	37,218	40,522,123	32,115,413	7,530,714	875,996
May.....	1,680,052	240,079	594,024	38,131	40,787,565	32,364,745	7,540,168	882,652
June.....	1,659,295	243,422	603,335	38,825	40,873,339	32,323,431	7,644,607	905,301
July.....	1,710,834	244,712	606,164	39,595	41,495,014	32,895,290	7,671,441	928,283
August.....	1,720,106	251,739	620,165	40,205	41,904,865	32,984,748	7,978,646	941,471
September.....	1,735,163	254,857	628,912	41,015	42,357,853	33,330,787	8,071,327	955,739
October.....	1,639,977	257,426	633,835	41,458	40,317,448	31,161,831	8,188,407	967,210
November.....	1,765,917	261,112	641,726	42,267	43,447,123	34,045,147	8,418,685	983,291
December.....	1,780,852	266,228	654,304	42,945	44,418,774	34,807,709	8,609,656	1,001,409
1939.....								
January.....	1,794,432	274,119	671,008	43,396	45,024,277	35,133,314	8,880,741	1,010,222
February.....	1,806,855	282,674	687,715	43,780	45,310,402	35,246,127	9,044,785	1,019,490
March.....	1,820,481	284,706	690,845	44,003	45,470,892	35,304,985	9,141,886	1,024,021
April.....	1,836,805	282,473	684,852	44,172	45,312,521	35,399,084	8,889,615	1,023,822
May.....	1,838,359	285,736	691,671	44,104	45,258,112	35,289,385	8,948,823	1,019,904

<sup>1</sup> Federal funds were first made available to States for February 1936. Figures include relatively small numbers of cases eligible under State laws for which no Federal funds may be expended and payments to individuals in excess of amounts which can be matched from Federal funds. Figures are excluded for States not administering Federal funds.

<sup>2</sup> Includes estimates for Hawaii for June 1937–May 1938.

<sup>3</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials. Prior to July 1937, obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients excluded.



**Table 6.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States, May 1939**

[Data reported by State agencies, corrected to June 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 and over <sup>3</sup>
				April 1939 in—		May 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	1,828,359	\$35,289,385	\$19.20	+0.1	-0.3	+48.6	+48.7	<sup>4</sup> 231
Region I:								
Connecticut.....	15,504	415,816	26.82	+3	+3.9	+6.5	+7.9	133
Maine.....	11,992	246,369	20.54	+2.7	+2.7	+33.5	+33.7	139
Massachusetts.....	78,242	2,215,790	28.32	+8	+2	+12.8	+15.0	237
New Hampshire.....	4,305	101,005	23.46	+1.5	+1.2	+15.9	+19.0	<sup>5</sup> 83
Rhode Island.....	6,431	121,720	18.93	+1.5	+1.9	+3.5	+4.7	143
Vermont.....	5,723	86,183	15.06	-8	-6	+8.5	+16.1	147
Region II:								
New York.....	110,014	2,620,005	23.82	-4	-2.0	+4.0	+4.6	139
Region III:								
Delaware.....	2,693	29,412	10.92	+1.4	+1.8	+3.1	+4.0	128
New Jersey.....	29,225	571,872	19.57	+7	+1.0	+12.9	+19.3	117
Pennsylvania.....	84,320	1,454,771	17.25	-1.7	-3.9	-8.2	-26.2	<sup>6</sup> 136
Region IV:								
District of Columbia.....	3,276	83,975	25.63	+1	+1	+6.2	+8.3	78
Maryland.....	17,719	309,097	17.44	+1	+1.1	+5.3	+6.0	163
North Carolina.....	32,497	311,028	9.57	+4	+5	+12.0	+13.2	233
Virginia.....	13,036	124,951	9.59	+6.8	+6.2	( <sup>7</sup> )	( <sup>7</sup> )	86
West Virginia.....	18,095	248,132	13.71	+6	-8	-2.0	-3.9	231
Region V:								
Kentucky.....	45,023	389,872	8.66	( <sup>8</sup> )	-1	+36.3	+26.2	243
Michigan.....	81,875	1,349,859	16.49	+6.3	+5.3	+17.2	+5.2	280
Ohio.....	115,317	2,599,352	22.54	+2.4	+2.4	+6.0	+3.8	239
Region VI:								
Illinois.....	131,158	2,504,734	19.10	+1.2	+1.9	+7.0	+15.9	262
Indiana.....	62,753	1,073,823	17.11	+1.9	+2.5	+46.7	+54.6	217
Wisconsin.....	46,087	974,449	21.14	+9	+1.2	+15.1	+20.8	209
Region VII:								
Alabama.....	16,506	153,673	9.31	+1.1	+3	+10.5	+1.1	150
Florida.....	37,829	522,702	13.82	+2.1	+2.0	+31.6	+22.6	398
Georgia.....	22,168	180,359	8.14	-39.4	-42.4	-25.5	-84.3	169
Mississippi.....	19,731	143,901	7.29	+1	+1.2	+29.2	+98.8	230
South Carolina.....	24,532	191,371	7.80	-2	-1	+16.4	-14.9	396
Tennessee.....	21,379	282,638	13.22	-9	-9	-6.9	-7.1	163
Region VIII:								
Iowa.....	51,756	1,029,120	19.88	+5	+7	+9.9	+10.3	236
Minnesota.....	66,392	1,372,980	20.68	+2	+3	+4.8	+8.7	340
Nebraska.....	27,130	417,861	15.40	+6	-1.4	+3.4	+5.2	277
North Dakota.....	8,114	143,692	17.71	+9	+1.2	+7.2	+11.2	225
South Dakota.....	16,010	298,127	18.62	-1.8	-3.6	+1.9	-3.5	381
Region IX:								
Arkansas.....	16,979	102,714	6.05	+2	-1	-7.4	-38.6	210
Kansas.....	23,892	430,128	18.00	+1.1	-2.7	+23.5	+20.1	205
Missouri.....	75,526	1,413,224	18.71	( <sup>9</sup> )	+2	+4.4	+21.5	<sup>6</sup> 242
Oklahoma.....	67,025	1,196,782	17.77	+6	-9.7	+2.4	+20.2	563
Region X:								
Louisiana.....	29,851	313,266	10.49	+7	+1.0	+14.7	+21.9	368
New Mexico.....	3,899	45,817	11.75	+9	+5	+3.0	-5.1	260
Texas.....	116,737	1,644,599	14.09	+1.0	+1.5	+5.0	+7.7	410
Region XI:								
Arizona.....	7,173	188,792	26.32	+1.2	+1.4	+17.7	+20.7	422
Colorado.....	<sup>10</sup> 38,704	<sup>10</sup> 1,013,155	26.18	+3	-6.6	+6.6	+4.3	<sup>10</sup> 480
Idaho.....	8,436	180,473	21.39	-6	-2	-8	-1.5	316
Montana.....	12,220	207,715	17.00	-2	-1	+9	-15.8	394
Utah.....	13,599	281,651	20.71	+2	+5	+6.0	-13.5	504
Wyoming.....	3,152	69,086	21.92	+6	+9	+9.1	+11.7	317
Region XII:								
California.....	130,832	4,248,387	32.47	+1.0	+1.0	+12.9	+13.5	284
Nevada.....	2,181	57,872	26.53	+4	+3	+13.6	+11.2	364
Oregon.....	19,464	415,550	21.35	+1.8	+2.0	+12.4	+13.2	232
Washington.....	38,875	861,680	22.17	-5	-5	+9.3	+8.1	311
Territories:								
Alaska.....	1,200	33,385	27.61	+7	+1.1	+33.9	+35.2	302
Hawaii.....	1,773	22,470	12.67	+1	-1	+4.1	+6.1	182

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 47 States, the District of Columbia, Alaska, and Hawaii with approved plans for May 1938 and May 1939.

<sup>5</sup> Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Mary-

land, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

<sup>6</sup> Minimum age under State plan is 70 years, but rate is based on population 65 and over.

<sup>7</sup> No approved plan for old-age assistance for May 1938.

<sup>8</sup> Increase of less than 0.1 percent.

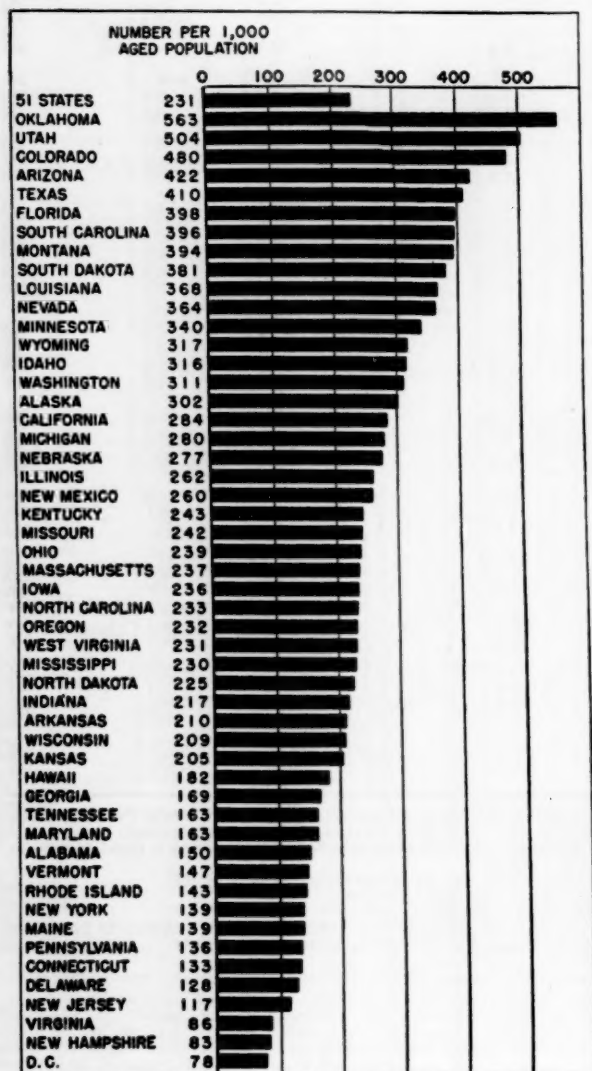
<sup>9</sup> Decrease of less than 0.1 percent.

<sup>10</sup> Includes \$82,932 incurred for payments to 3,195 recipients 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

of payments were about 9 percent greater in May this year than a year ago. In a few States, however, the sums expended for assistance were substantially below the level of payments in May 1938. Arkansas, Georgia, Montana, Pennsylvania, South Carolina, and Utah reported decreases in the amount of payments ranging from 13.5 to 38.6 percent. Only three of these States—Arkansas, Georgia, and Pennsylvania—also reported fewer recipients than a year earlier.

The incidence of old-age assistance varies greatly in the several States owing to State differences in the length of time programs have been

**Chart V.—Recipients of old-age assistance per 1,000 population 65 years of age and over in States with plans approved by the Social Security Board, May 1939**



in operation, eligibility requirements, administrative procedures, the adequacy of financial support provided from State and local funds, and public attitudes toward the problem of dependency. Chart V shows for each State the number of recipients in May 1939 per 1,000 estimated population 65 or more years of age. The rates for a number of States have been adjusted to take into account the administrative practice of making grants which cover the needs of two or more aged individuals. (See table 6.) In Missouri, New Hampshire, and Pennsylvania the rates are also based on the population 65 years and over, although the minimum age required for eligibility under the laws of these States is 70 years.

In May the number of recipients per 1,000 population 65 and over ranged from 78 to 563 in the individual States, with a median rate for all States of 236. The rate per 1,000 aged population was less than 100 in 3 States, 100–199 in 13 States, 200–299 in 19 States, 300–399 in 11 States, 400–499 in 3 States, and over 500 in 2 States.

#### *Aid to Dependent Children*

In May the total numbers of families and children assisted and the total amount of payments for aid to dependent children in the 42 jurisdictions with plans approved by the Social Security Board were only about 1 percent higher than in April. Several States, however, reported substantial fluctuations in one or more items.

The amount of payments in Pennsylvania was 21.9 percent greater than in April, and the numbers of families and children aided increased 14.5 and 12.6 percent, respectively. The numbers assisted and the volume of payments in Pennsylvania were still well below the levels recorded in February—the last month prior to the introduction of a revised schedule of mailing assistance checks. The application of the revised payment schedule to the final group of counties in May will probably be reflected in substantial increases in both recipients and payments in June.

In Florida, where payments under the Social Security Act began in September 1938, increases of about 15 percent occurred in the numbers aided and in the amount expended. New Hampshire reported a rise of about 10 percent in all three items. In Vermont there were increases of 5 to 7 percent. In Virginia, where the first payments under an approved plan were made in September

of last year, the gains were between 4 and 6 percent. The amount of obligations incurred in Massachusetts was almost 7 percent higher than in April.

The declines of 18 to 22 percent in the numbers of families and children aided and in the amount of assistance in Georgia were attributable to a shortage of available State funds. These reductions,

Table 7.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, May 1939

[Data reported by State agencies, corrected to June 15, 1939]

Region <sup>1</sup> and State	Number of recipients		Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per family	Percentage change from—						Number of recipients per 1,000 estimated population under 16 <sup>3</sup>
					April 1939 in—			May 1938 in—			
					Number of recipients		Amount of obligations	Number of recipients		Amount of obligations	
	Families	Children			Families	Children					
Total.....	285,736	691,671	\$8,948,823	\$31.32	+1.2	+1.0	+0.7	+16.9	+14.1	+17.2	23
Region I:											
Maine.....	1,329	3,377	49,859	37.52	+2	-3	+1	-4.6	-8.8	-4.6	14
Massachusetts.....	10,350	24,700	640,869	61.92	+2.5	+1.9	+6.9	+22.7	+18.2	+21.8	22
New Hampshire.....	397	1,051	15,830	39.87	+9.4	+9.8	+9.6	+11.8	+6.7	+13.5	8
Rhode Island.....	1,121	3,007	51,576	46.01	+2.9	+2.6	+2.0	+25.7	+21.3	+18.3	17
Vermont.....	479	1,422	13,823	28.86	+5.0	+6.4	+6.7	+45.6	+38.9	+90.0	14
Region II:											
New York.....	36,267	71,989	1,729,156	47.68	+4	+4	-1.5	+30.4	+25.6	+30.5	23
Region III:											
Delaware.....	497	1,179	15,332	30.85	+2.3	+1.9	+2.8	-5.2	-3.4	-10.5	18
New Jersey.....	11,037	24,310	330,011	29.90	-2.9	-2.5	-2.8	-2.7	-3.7	-1.9	22
Pennsylvania.....	17,992	41,867	654,067	36.35	+14.5	+12.6	+21.9	+5	-5.4	+6.8	14
Region IV:											
District of Columbia.....	936	2,834	41,277	44.10	-1.8	-1.7	-5.1	-22.2	-21.5	-29.1	22
Maryland.....	7,835	21,059	240,710	30.72	-1.1	-1.1	-2.8	+7.6	+4.2	+6.1	47
North Carolina.....	8,139	21,556	125,644	15.44	+8	+1	+3	+15.8	+8.7	+10.7	17
Virginia.....	990	3,361	22,293	22.52	+4.5	+4.1	+5.7	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	4
West Virginia.....	6,900	19,848	147,341	21.17	+2.9	+3.1	+2.6	+22.3	+18.7	+19.7	31
Region V:											
Michigan.....	13,690	31,425	484,529	35.39	+6	+5	-5.2	+14.4	+13.1	+11.2	24
Ohio.....	10,729	* 30,754	419,930	39.14	-4	-1	-9	-1.4	+4.9	-1.9	* 17
Region VI:											
Indiana.....	16,528	34,190	454,120	27.48	+1.7	+1.4	+1.7	+21.5	+17.7	+21.3	37
Wisconsin.....	11,390	* 26,518	419,109	36.80	+9	+7	-2.2	+13.5	+13.7	+18.8	* 30
Region VII:											
Alabama.....	5,541	16,396	68,982	12.45	-5	-6	-2	+3.8	+3.2	+2.1	16
Florida.....	4,128	10,815	85,834	20.79	+14.8	+15.6	+15.3	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	23
Georgia.....	3,745	10,218	76,828	20.51	-20.5	-18.0	-21.6	-4.4	-4.6	-9.2	10
South Carolina.....	4,488	13,196	66,701	14.86	+2.4	+2.4	+4.5	+30.1	+30.9	-5.1	19
Tennessee.....	9,673	25,708	177,530	18.35	-5	-8	-7	-2.2	-5.5	-2.8	28
Region VIII:											
Minnesota.....	7,558	* 18,719	268,052	35.47	+1.1	+6	+4	+36.4	+32.3	+38.7	* 26
Nebraska.....	* 4,892	* 10,983	* 119,213	24.37	+1.5	+1.8	+2.6	+13.3	+8.5	+13.3	29
North Dakota.....	2,064	* 5,736	66,938	32.43	+9	+1.1	+7	+148.7	+117.5	+135.1	* 25
Region IX:											
Arkansas.....	4,010	10,916	32,655	8.14	-4	-3	-4	-10.0	-9.9	-30.4	16
Kansas.....	5,935	13,522	160,604	27.06	+6	+3	-3.0	+47.2	+13.7	+38.6	27
Missouri.....	10,361	24,441	199,522	19.26	-1.0	-1.1	-1.1	+243.4	+204.5	+105.3	24
Oklahoma.....	16,531	37,955	198,883	12.03	+1.5	+1.3	-14.3	+13.4	+12.3	+16.6	46
Region X:											
Louisiana.....	10,819	30,864	230,442	21.30	+1.1	+9	+1.7	+22.7	+22.8	+28.4	45
New Mexico.....	1,666	4,831	35,344	21.22	+2.8	+3.1	+3.4	+17.4	+16.9	-3.1	33
Region XI:											
Arizona.....	2,481	7,041	79,632	32.10	-3	-1.1	-1.1	+45.7	+39.8	+44.2	55
Colorado.....	4,811	11,839	143,674	29.86	+1.4	+1.0	+5	+33.5	+26.0	+29.0	40
Idaho.....	2,673	6,324	71,340	26.69	+4	+8	+8	+8.0	+8.4	+10.8	41
Montana.....	2,176	5,078	80,698	23.30	+5	+2	+2	+12.2	+11.2	-6.7	33
Utah.....	3,168	7,636	106,584	33.64	+1.3	+7	+1.8	+13.8	+11.9	+24.8	44
Wyoming.....	694	1,728	21,656	31.20	+3.6	+3.9	+4.3	+16.2	+18.4	+20.8	25
Region XII:											
California.....	13,571	* 33,821	571,977	42.15	+9	+1.1	+1.1	+10.1	+11.0	+19.9	* 25
Oregon.....	1,683	3,706	67,147	39.90	+2.2	+2.1	+3.2	+24.6	+21.5	+34.3	15
Washington.....	5,407	12,276	158,244	29.27	-3.3	-3.1	-3.1	-11.4	-7.4	-6.1	31
Territory:											
Hawaii.....	995	3,475	34,867	35.04	+6	+4	+6	+8.3	+7.2	+14.9	26

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for May 1938 and May 1939.

<sup>5</sup> No approved plan for aid to dependent children for May 1938.

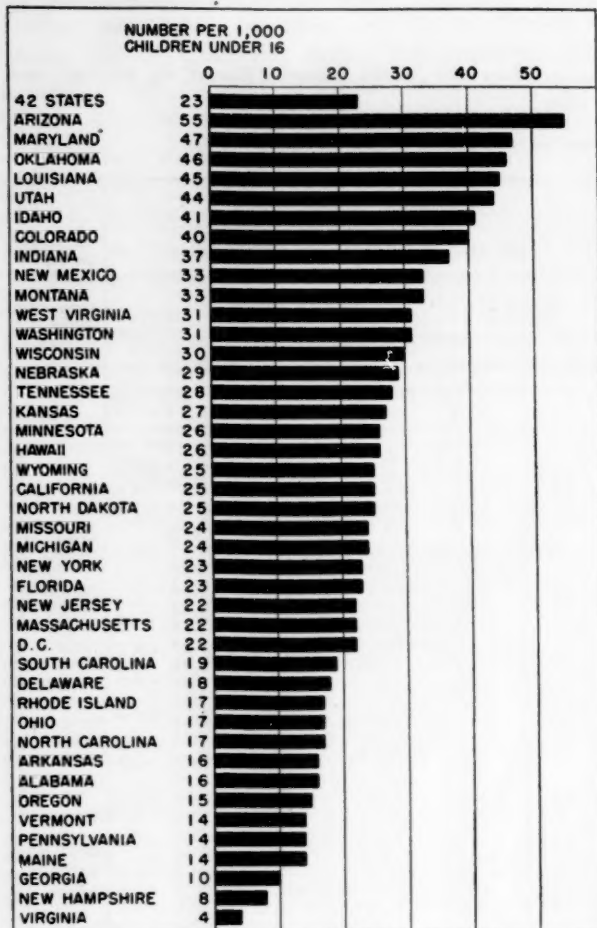
<sup>6</sup> Includes an unknown number of children 16 years of age and over.

<sup>7</sup> Includes approximately 2,705 children 16 years of age and over. Rate per 1,000 excludes these children.

<sup>8</sup> In addition, in 73 counties payments amounting to \$18,770 were made from local funds without Federal participation to 1,013 families in behalf of 2,374 children under the State mothers' pension law. Some families receiving aid from this source for May also received aid under State plan for aid to dependent children approved by the Social Security Board.



**Chart VI.—Number of children receiving aid to dependent children per 1,000 population under 16 years of age in States with plans approved by the Social Security Board, May 1939**



however, were proportionately only about half as large as those in the old-age assistance program in Georgia. A stringency in the amount of State funds available was likewise responsible for the 14.3-percent drop in assistance payments in Oklahoma. In the District of Columbia and Michigan the amount of obligations decreased about 5 percent from April to May.

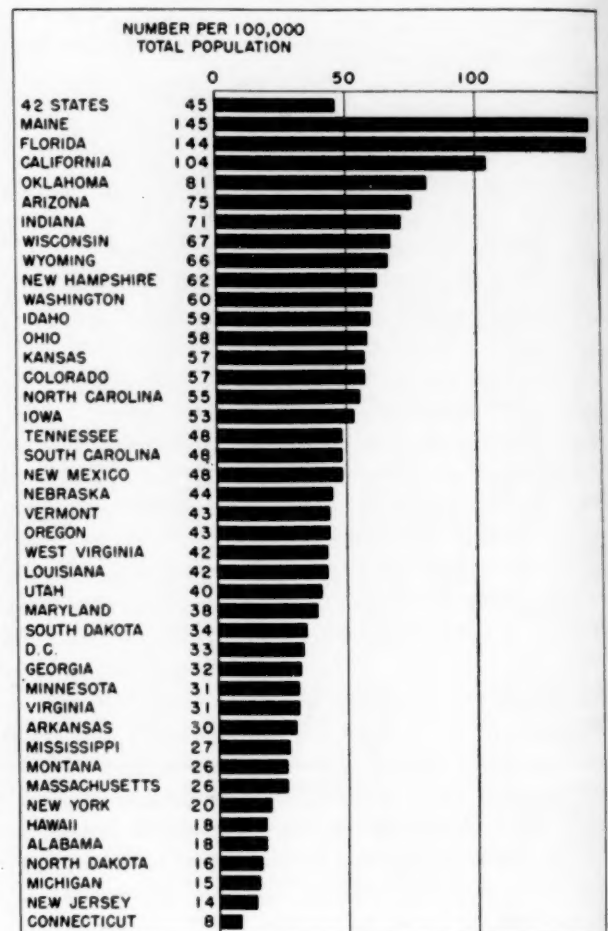
In the 40 jurisdictions with approved plans for both May 1939 and May 1938, the numbers of families and children assisted were 16.9 and 14.1 percent greater, respectively, in May 1939, and the amount of obligations incurred was 17.2 percent larger. A few States reported amounts of payments which were well below the sums expended in May a year ago. In Arkansas, Delaware, the District of Columbia, and Georgia the

declines were between 9 and 30 percent. Each of these States reported a smaller decrease in the numbers aided than in the amount of assistance, indicating that the amounts of individual payments had been lowered over the year to assist as many families as possible with the funds available.

Variations in State patterns conditioning the development of programs for dependent children have resulted in wide differences in the number of children currently assisted per 1,000 estimated population under 16 years of age. In chart VI the rate in May is shown for each State with an approved plan. For California, Minnesota, North Dakota, and Ohio the numbers of recipients on which the rates are based include an unknown number of children 16 or more years of age.

In May the State rates ranged from 4 per 1,000 population under 16 years to 55 per 1,000, with

**Chart VII.—Recipients of aid to the blind per 100,000 total population in States with plans approved by the Social Security Board, May 1939**



a median rate of 24.5. For 2 States the rate per 1,000 children under 16 was less than 10, for 12 States 10-19, for 15 States 20-29, for 6 States 30-39, for 6 States 40-49, and for 1 State more than 50.

### Aid to the Blind

From April to May the number of recipients of aid to the blind and the amount of obligations in-

curred for payments to these recipients in the 42 jurisdictions with approved plans declined very slightly. Substantial percentage changes occurred in only a few States.

In Georgia a shortage of State funds resulted in decreases of 21.7 percent in the number aided and 27.1 percent in the amount of payments. The volume of assistance declined 8.6 percent in

Table 8.—Aid to the blind in States with plans approved by the Social Security Board, by regions and States, May 1939

[Data reported by State agencies, corrected to June 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 100,000 estimated population <sup>3</sup>
				April 1939 in—		May 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	44,104	\$1,019,904	\$23.12	-0.2	-0.4	+12.1	+13.9	45
Region I:								
Connecticut.....	132	3,491	26.45	+2.3	+4.3	( <sup>6</sup> )	( <sup>6</sup> )	8
Maine.....	1,239	28,562	23.05	-1	-2	-1.4	+1.0	45
Massachusetts.....	1,136	25,213	22.19	-4	+2	+6.9	+12.1	126
New Hampshire.....	317	7,017	22.14	+1.0	+8	+7.8	+10.9	62
Vermont.....	163	3,394	20.82	+6	+5.8	+16.4	+46.2	43
Region II:								
New York.....	2,656	63,752	24.00	+5	-1.8	+8.3	+13.6	20
Region III:								
New Jersey.....	619	14,127	22.82	+1.0	+9	+7.1	+10.0	14
Region IV:								
District of Columbia.....	209	5,612	26.85	-3.2	-3.0	+3.5	+5.1	33
Maryland.....	646	13,617	21.08	+2	-1	+8.9	+11.3	38
North Carolina.....	1,931	28,232	14.62	-1	-2	-9	+6	55
Virginia.....	826	10,795	13.07	+2.2	+2.5	( <sup>7</sup> )	( <sup>7</sup> )	31
West Virginia.....	782	13,406	17.14	+1.7	+1	+4.7	+2.6	42
Region V:								
Michigan.....	748	17,934	23.98	+1.1	-2.8	+31.2	+36.8	15
Ohio.....	3,929	77,617	19.76	-1	-9	+2.8	+5.3	58
Region VI:								
Indiana.....	2,475	48,604	19.64	-2	+2	+4.3	+8.0	71
Wisconsin.....	1,970	44,751	22.72	( <sup>8</sup> )	+7	+5	+3.2	67
Region VII:								
Alabama.....	518	4,530	8.75	+3.2	+2.6	+23.3	+12.7	18
Florida.....	2,406	34,996	14.55	+1.1	+7	+89.9	+87.8	144
Georgia.....	983	9,822	9.99	-21.7	-27.1	-3.3	-15.9	32
Mississippi.....	552	3,955	7.16	+2.6	+3.2	( <sup>7</sup> )	( <sup>7</sup> )	27
South Carolina.....	904	9,179	10.15	+1.5	+1.2	+16.6	-13.9	48
Tennessee.....	1,389	20,383	14.67	-9	-8	+25.4	+24.3	48
Region VIII:								
Iowa.....	1,350	31,500	23.33	+7	+9	+22.3	+22.8	53
Minnesota.....	809	20,311	25.11	+1.3	+7	+28.8	+39.1	31
Nebraska.....	603	10,021	16.62	+1.3	+4	+5.4	-12.5	44
North Dakota.....	116	2,307	19.89	-9	-1.7	+11.5	+21.9	16
South Dakota.....	236	3,268	13.85	-1.7	-6.7	+53.2	-4	34
Region IX:								
Arkansas.....	624	4,097	6.57	-5	-6	-5.9	-32.2	30
Kansas.....	1,061	20,821	19.62	+1.3	+2.5	+45.3	+38.8	57
Oklahoma.....	2,066	30,311	14.67	+7	-8.6	+5	+79.8	81
Region X:								
Louisiana.....	895	12,037	13.45	+2.4	+3.3	+35.8	+43.6	42
New Mexico.....	203	3,042	14.99	+1.0	+8	-5	-8.3	48
Region XI:								
Arizona.....	308	7,804	25.34	-1.6	+2	+10.4	+18.4	75
Colorado.....	612	17,069	27.89	+3	+1.2	+3.2	+4.3	57
Idaho.....	290	6,231	21.49	-7	-1.7	+5.5	+5	59
Montana.....	139	2,894	20.82	-7	-1.0	( <sup>9</sup> )	( <sup>9</sup> )	26
Utah.....	209	5,276	25.25	+5	+6	-6.7	-8.2	40
Wyoming.....	154	4,402	28.58	-1.9	-7	-7.2	-9.4	66
Region XII:								
California.....	6,392	306,062	48.02	+8	+1.0	+14.4	+15.2	104
Oregon.....	438	11,108	25.36	+1.2	+2	-2	+1	43
Washington.....	999	30,427	30.46	-1.7	-2.1	-2.0	-10.0	60
Territory:								
Hawaii.....	70	1,027	14.68	( <sup>10</sup> )	( <sup>10</sup> )	( <sup>9</sup> )	( <sup>9</sup> )	18

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for May 1938 and May 1939.

<sup>5</sup> Does not include aid to the blind administered under State law without Federal participation.

<sup>6</sup> Connecticut had an approved plan for aid to the blind for May 1938 but did not request Federal funds.

<sup>7</sup> No approved plan for aid to the blind for May 1938.

<sup>8</sup> No change.

<sup>9</sup> Not computed, because figures for May 1938 are too small for comparison.

<sup>10</sup> Not computed, because figures for April 1939 are too small for comparison.

Oklahoma and 6.7 percent in South Dakota; in each of these States the decrease was caused primarily by limitations in the amount of State funds available. The only increase of more than 5 percent in either item was that of 5.8 percent in the amount of payments reported by Vermont.

In the 40 jurisdictions with approved plans in May 1939 and May 1938 the number of recipients increased 12.1 percent as compared with the number aided in May 1938, and the amount of obligations increased 13.9 percent. In a number of States the amounts spent for assistance were well below the sums disbursed a year ago. For Arkansas, Georgia, South Carolina, Nebraska, New Mexico, Utah, Washington, and Wyoming the declines ranged from 8 to 32 percent. In Nebraska and South Carolina the number assisted

was greater than in May 1938; in most of the remaining States the decreases in the number of recipients were considerably smaller than the declines in the volume of payments.

Inasmuch as adequate data concerning the extent of blindness are not available, the incidence of aid to the blind is measured by relating the number assisted to the total population. Chart VII shows the number of recipients in May per 100,000 estimated total population in each State administering aid to the blind under the Social Security Act. In May the rates for the individual States ranged from 8 to 145 per 100,000 population, with a median rate of 43. In 6 States the rate was less than 20, in 11 States 20-39, in 15 States 40-59, in 6 States 60-79, and in 4 States more than 80.



# STATISTICS BY STATES, APRIL 1939

State data on payments to recipients under public-assistance and Federal work programs and on the number receiving payments under each program are presented in tables 9 and 10. In April total payments for public assistance and earnings under Federal work programs in the continental United States amounted to \$309.1

million—2.9 percent less than in March. Smaller sums were expended in April in 28 States, the declines ranging from 0.9 percent in South Carolina to 6.8 percent in Ohio. Decreases of more than 5 percent were recorded for Arizona, the District of Columbia, Michigan, New Hampshire—New York, North Dakota, Ohio, and Pennsyl-

Table 9.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, April 1939<sup>1</sup>

[In thousands]

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration		National Youth Administration		Other Federal work and construction projects
						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total.....	\$309,072	\$46,228	\$41,148	\$2,242	\$19,974	\$146,308	\$6,019	\$2,484	\$4,305	\$40,368
Alabama.....	4,138	227	19	105	542	2,037	40	45	102	1,021
Arizona.....	1,470	274	35	52	199	507	28	11	16	346
Arkansas.....	2,985	140	18	101	540	1,703	72	26	92	292
California.....	20,474	5,075	4,137	85	728	6,902	485	140	149	2,774
Colorado.....	3,723	1,245	184	20	191	1,425	129	30	52	447
Connecticut.....	3,872	468	621	1	229	1,656	75	19	58	743
Delaware.....	462	44	40	(?)	34	153	12	3	5	171
District of Columbia.....	2,170	133	48		57	644	136	18	16	1,118
Florida.....	3,747	622	52	10	307	1,976	108	30	64	580
Georgia.....	4,137	425	40	51	597	2,145	139	55	92	594
Idaho.....	1,140	258	32	6	85	534	40	15	27	144
Illinois.....	22,255	2,831	4,442	11	1,075	12,028	126	143	254	1,345
Indiana.....	8,088	1,542	683	3	460	4,461	118	68	92	663
Iowa.....	3,869	1,115	523	1	290	1,457	28	45	43	398
Kansas.....	3,363	628	264	114	258	1,418	131	53	90	406
Kentucky.....	4,293	401	53	29	459	2,393	150	49	111	648
Louisiana.....	3,824	548	104	17	413	1,803	33	43	105	758
Maine.....	1,625	318	267	2	125	471	35	12	44	351
Maryland.....	2,624	567	244	1	197	690	226	24	24	651
Massachusetts.....	14,866	2,835	1,787	1	615	7,461	223	73	114	1,758
Michigan.....	12,802	1,811	1,654	6	651	7,409	83	95	136	956
Minnesota.....	7,596	1,656	1,132	39	518	3,660	99	55	100	338
Mississippi.....	2,749	148	4	48	429	1,432	37	33	83	535
Missouri.....	8,343	1,701	441	110	759	4,380	81	70	69	733
Montana.....	2,289	261	89	146	162	921	89	18	29	574
Nebraska.....	2,958	550	119	113	226	1,424	70	29	63	362
Nevada.....	418	61	9	(?)	26	110	5	2	3	202
New Hampshire.....	1,430	121	225	1	49	503	14	9	19	488
New Jersey.....	10,805	920	1,594	4	593	5,580	248	53	136	1,677
New Mexico.....	1,286	83	13	19	175	564	35	10	39	349
New York.....	38,773	4,494	10,854	17	1,277	16,800	563	250	491	4,026
North Carolina.....	3,677	463	35	9	497	1,598	81	64	97	833
North Dakota.....	1,705	211	86	394	203	629	60	23	43	56
Ohio.....	20,370	3,041	1,575	17	955	13,291	104	130	176	1,081
Oklahoma.....	5,558	1,584	52	61	636	2,458	146	72	135	414
Oregon.....	2,383	484	183	16	165	1,024	60	23	24	405
Pennsylvania.....	28,595	2,417	7,324	7	1,293	13,099	488	181	280	2,906
Rhode Island.....	2,170	171	287	(?)	98	923	41	13	31	606
South Carolina.....	3,112	264	25	30	365	1,566	156	37	70	598
South Dakota.....	1,944	348	73	364	210	705	88	28	54	73
Tennessee.....	3,683	484	27	3	501	1,567	46	51	95	908
Texas.....	9,231	1,621	133	122	1,119	3,602	314	118	191	2,010
Utah.....	1,529	360	99	2	92	647	88	21	36	123
Vermont.....	580	103	70	1	40	277	35	7	6	42
Virginia.....	3,663	149	87	5	462	981	190	45	79	1,663
Washington.....	6,324	1,060	172	11	290	2,448	364	40	45	1,894
West Virginia.....	3,518	407	169	6	329	2,035	24	36	95	416
Wisconsin.....	7,793	1,436	989	61	430	4,011	47	64	119	635
Wyoming.....	666	94	38	18	48	203	31	4	11	218

<sup>1</sup> See footnotes on table 1.

<sup>2</sup> Includes \$6,000 not distributed by States.

<sup>3</sup> Less than \$1,000.

<sup>4</sup> Estimated.

<sup>5</sup> Does not include \$9,000 for medical care.

vania. Of the 21 States in which aggregate payments increased in April, the largest percentage gains—between 5 and 6 percent—occurred in Delaware, Georgia, Mississippi, and Virginia.

Expenditures for general relief declined in all States except Arkansas, and the amount earned on projects operated by the Works Progress Administration also dropped below the March level in all but 2 States. On the other hand, earnings on other Federal work and construction projects

increased in 40 States, payments to recipients of the special types of public assistance in 36 States, and earnings of enrollees in the Civilian Conservation Corps in 40 States.

Disbursements for the remaining types of assistance and earnings shown in table 9 comprise very small shares of the total in nearly all States; consequently, even large percentage changes in the amounts expended influence only slightly the movement in total payments.

**Table 10.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, April 1939<sup>1</sup>**

State	Recipients of special types of public assistance				Cases receiving general relief	Cases for which sub-sistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs					
	Old-age assistance	Aid to dependent children		Aid to the blind			Civilian Conservation Corps <sup>1</sup>	Works Progress Administration		National Youth Administration		Other Federal work and construction projects
		Families	Children					Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total.....	1,833,832	296,151	715,364	67,637	1,724,935	113,582	<sup>2</sup> 299,005	2,676,445	109,849	381,766	228,244	<sup>3</sup> 392,081
Alabama.....	16,333	5,569	16,502	502	2,178	2,532	8,126	54,077	1,191	7,324	6,493	11,821
Arizona.....	7,089	2,489	7,116	313	2,810	3,896	2,911	9,366	514	1,577	989	3,332
Arkansas.....	16,941	4,026	10,950	627	3,839	5,335	8,096	47,435	1,928	5,318	4,666	4,769
California.....	129,535	13,451	33,447	6,340	137,156	4,170	10,898	107,089	7,159	17,165	7,051	22,371
Colorado.....	38,591	4,745	11,720	610	13,827	1,081	2,859	25,801	2,418	4,757	3,109	4,401
Connecticut.....	15,463	<sup>1</sup> 1,403	<sup>1</sup> 3,307	129	24,006	17	3,437	24,802	1,157	2,603	2,428	6,379
Delaware.....	2,655	486	1,157	216	2,081	15	506	3,166	230	395	312	1,811
District of Columbia.....	3,273	953	2,883	1,764	1,764	853	11,079	1,813	1,509	816	7,822	
Florida.....	37,065	3,597	9,358	2,380	7,505	401	4,597	46,128	2,340	4,731	4,227	7,379
Georgia.....	36,610	4,710	12,454	1,256	6,451	1,404	8,949	57,343	3,663	10,472	5,074	9,229
Idaho.....	8,484	2,663	6,273	292	<sup>1</sup> 2,500	194	1,269	10,672	793	2,242	1,203	1,502
Illinois.....	129,582	<sup>1</sup> 7,500	<sup>1</sup> 17,000	7,700	191,657	543	16,099	210,930	2,768	21,948	12,973	12,008
Indiana.....	61,564	16,253	33,709	2,480	53,819	139	6,885	80,179	2,108	10,239	5,026	7,126
Iowa.....	51,479	<sup>1</sup> 3,000	<sup>1</sup> 7,000	1,341	32,224	30	3,891	28,347	592	6,601	2,604	4,865
Kansas.....	23,625	5,901	13,480	1,047	20,381	7,254	3,857	30,475	2,544	9,442	5,550	5,258
Kentucky.....	45,006	<sup>1</sup> 220	<sup>1</sup> 850	.....	<sup>1</sup> 6,000	672	6,882	58,147	3,485	8,581	6,312	7,918
Louisiana.....	29,645	10,705	30,592	874	8,024	880	6,194	42,968	799	5,742	5,462	8,952
Maine.....	11,678	1,327	3,387	1,240	12,431	78	1,865	9,801	634	1,724	1,262	3,548
Maryland.....	17,702	7,922	21,294	645	10,863	50	2,947	13,871	4,256	3,188	1,279	6,694
Massachusetts.....	77,655	10,095	24,228	1,140	69,294	32	9,206	113,010	3,230	10,548	5,248	14,538
Michigan.....	76,999	13,602	31,261	740	79,291	335	9,753	129,390	1,586	13,879	7,023	9,549
Minnesota.....	66,289	7,477	18,614	799	46,180	2,372	7,743	58,739	1,581	8,778	5,255	3,634
Mississippi.....	19,710	166	415	538	908	2,633	6,429	42,603	1,076	5,601	5,310	8,298
Missouri.....	75,556	10,464	24,717	<sup>1</sup> 3,543	39,033	8,828	11,377	92,618	1,775	11,786	5,368	8,535
Montana.....	12,240	2,165	5,067	140	7,452	6,513	2,381	16,355	1,936	2,976	1,369	4,546
Nebraska.....	26,960	4,818	10,792	595	9,982	7,641	3,381	26,315	1,626	4,660	3,656	4,663
Nevada.....	2,172	115	273	7	631	.....	386	2,141	111	224	157	1,648
New Hampshire.....	4,241	363	957	314	9,017	21	730	9,512	265	1,133	776	3,716
New Jersey.....	29,010	11,364	24,926	613	<sup>1</sup> 71,100	142	8,882	82,647	3,957	8,049	6,167	14,441
New Mexico.....	3,864	1,621	4,684	201	2,069	966	2,594	11,922	635	1,574	2,027	3,344
New York.....	110,492	36,137	71,737	2,643	208,817	628	19,133	221,402	7,509	35,561	23,142	27,708
North Carolina.....	32,383	8,075	21,534	1,933	6,123	389	7,441	45,618	1,982	8,503	6,150	11,512
North Dakota.....	8,040	2,045	5,676	117	5,678	21,187	3,028	12,814	1,205	4,161	2,941	727
Ohio.....	112,616	10,769	30,795	3,933	89,957	824	14,298	227,867	1,662	18,584	8,302	11,885
Oklahoma.....	66,643	16,289	37,459	2,051	<sup>1</sup> 15,000	2,299	9,485	58,949	3,479	14,512	6,496	4,906
Oregon.....	19,113	1,646	3,628	433	12,127	553	2,471	16,812	1,028	3,245	1,213	3,696
Pennsylvania.....	85,805	15,713	37,187	12,233	273,989	255	19,372	216,052	7,122	29,559	12,211	24,347
Rhode Island.....	6,337	1,089	2,931	<sup>1</sup> 50	<sup>1</sup> 11,500	17	1,470	14,821	623	1,607	1,625	4,366
South Carolina.....	24,592	4,382	12,882	891	2,693	917	5,464	42,810	3,317	6,439	4,490	7,835
South Dakota.....	16,296	<sup>1</sup> 2,153	<sup>1</sup> 4,898	240	5,259	19,554	3,099	14,171	1,789	5,839	3,670	1,000
Tennessee.....	21,564	9,722	25,926	1,401	<sup>1</sup> 5,400	156	7,504	47,157	1,847	8,574	5,823	10,107
Texas.....	115,533	<sup>1</sup> 110	<sup>1</sup> 230	.....	14,975	3,429	16,766	99,043	7,152	16,004	12,393	25,426
Utah.....	13,570	3,128	7,580	208	5,085	73	1,378	11,280	1,686	3,512	1,957	1,541
Vermont.....	5,769	456	1,337	162	3,279	37	598	5,388	640	1,000	333	559
Virginia.....	12,209	947	3,228	808	9,800	194	6,928	26,276	4,010	5,803	4,949	17,557
Washington.....	39,094	5,592	12,665	1,016	<sup>1</sup> 17,337	362	4,330	40,940	4,653	5,791	2,231	11,929
West Virginia.....	17,996	6,765	19,253	769	19,646	155	4,923	44,645	498	6,816	4,628	4,567
Wisconsin.....	45,660	11,293	26,342	1,970	51,570	3,475	6,434	69,485	880	10,852	5,789	6,360
Wyoming.....	3,134	670	1,663	157	2,137	901	712	3,987	597	638	709	1,901

<sup>1</sup> See footnotes on table 2.

<sup>2</sup> Number of persons enrolled, by State of origin, as of last day of month.

<sup>3</sup> Includes 188 persons not distributed by States.

<sup>4</sup> Includes 97 persons not distributed by States.

<sup>5</sup> Estimated.

<sup>6</sup> Does not include cases receiving medical care only.

# STATISTICS FOR URBAN AREAS

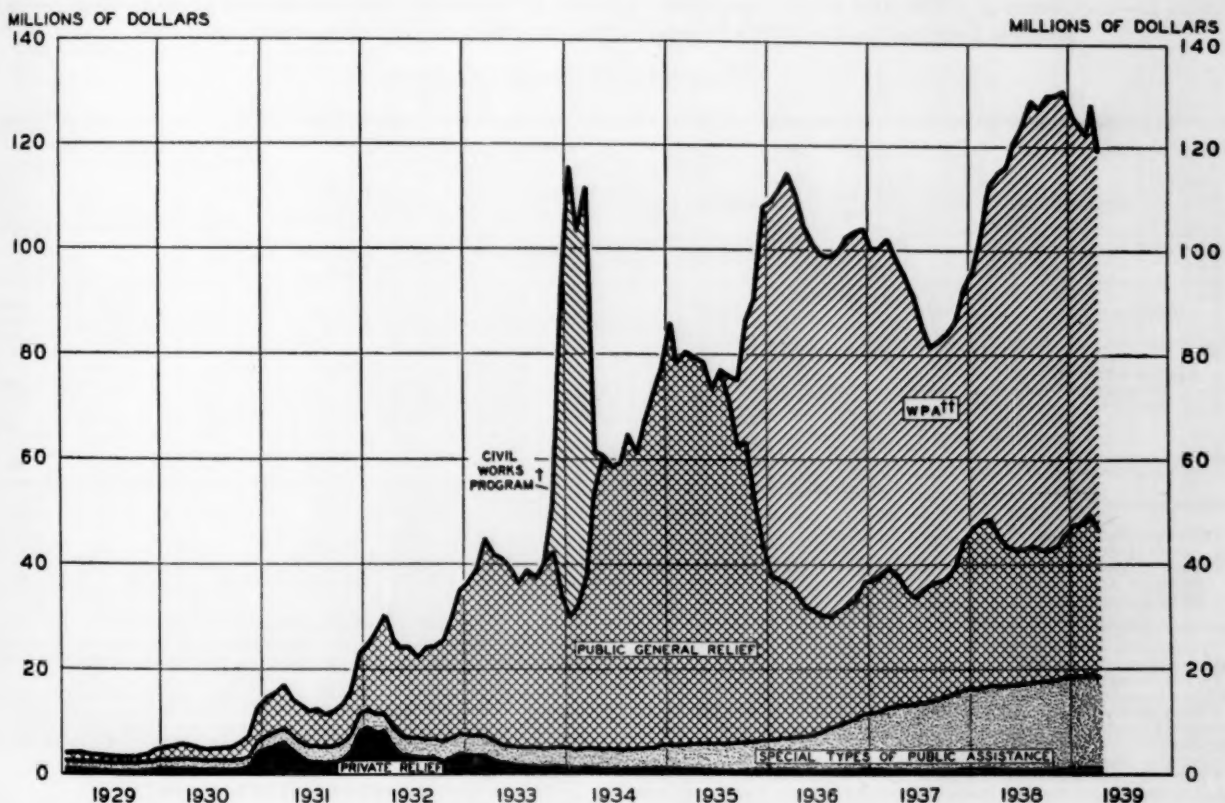
## Public and Private Aid in 116 Urban Areas

In April disbursements in 116 urban areas in the United States amounted to \$119.2 million for payments to recipients of the special types of public assistance and of public and private general assistance and for earnings of persons employed on work projects operated by the Works Progress Administration. This amount was the lowest expended since May 1938. Excluded from this sum are the costs of administering all programs; of materials, equipment, and other items incident to the operation of work projects; and of transient care. Data on earnings of persons employed on WPA-financed projects operated by other Federal agencies and other Federal work and construction projects, earnings of enrollees in the Civilian

Conservation Corps, and earnings under the program of the National Youth Administration are not available for the urban areas.

From March to April aggregate payments declined \$9.2 million or 7.2 percent. Total payments from public funds for general relief were 8.2 percent below the March level, and the amount earned on WPA-operated projects dropped 7.8 percent. The amount of obligations incurred for payments to recipients of the special types of public assistance decreased 2.8 percent, primarily because of greatly reduced expenditures for old-age assistance and aid to dependent children in some of the 11 urban areas in Pennsylvania. A revision in the schedule of mailing assistance checks in that State resulted in abnormally large fluctuations in the volume of payments for these types of aid

Chart I.—Public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration and under the Civil Works Program in 116 urban areas, January 1929–April 1939



†Earnings of all persons employed under the Civil Works Program, including the administrative staff.

††Earnings on projects operated by the Works Progress Administration within the areas.

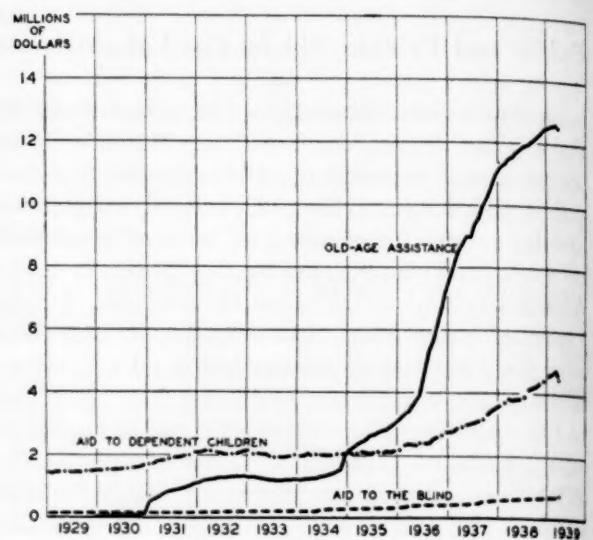


during March and April. In the areas exclusive of those in Pennsylvania, the amount expended for the special types of public assistance increased 0.4 percent in April. The decline of 10.1 percent in the amount of assistance disbursed by private agencies influenced the movement in total payments to a negligible degree, since the proportion represented by private assistance is extremely small.

Decreases in total payments for public and private assistance and WPA earnings in 102 of the 116 urban areas caused the decline from March to April in the total for all areas. In 26 areas total payments declined more than 10 percent from March; gains of like magnitude were recorded for only 2 areas.

Total payments for assistance and WPA earnings were 4.1 percent above the amount disbursed in April 1938. Obligations incurred for the special types of public assistance totaled 10.1 percent more than a year ago, earnings on WPA-operated projects were 4.3 percent higher, and payments for general relief were less than 1 percent larger.

Chart II.—Special types of public assistance in 116 urban areas, January 1929–April 1939



The amount spent for private assistance was about 11 percent smaller this April.

Table 1.—Recipients of public and private assistance, amount of assistance, and earnings of persons employed on projects operated by the Works Progress Administration in 116 urban areas, April 1939

[Corrected to June 20, 1939]

Type of agency	Number of cases <sup>1</sup>	Amount <sup>2</sup>	Percentage change from—				Percentage distribution of amount		
			March 1939 in—		April 1938 in—		April 1939	March 1939	April 1938
			Number of cases	Amount	Number of cases	Amount			
Total.....	( <sup>3</sup> )	\$ 119,209,667		-7.2		+4.1	100.0	100.0	100.0
Public agencies.....	( <sup>3</sup> )	\$ 118,371,108		-7.2		+4.2	99.3	99.3	99.3
Agencies administering:									
General relief <sup>4</sup> .....	984,506	28,079,562	-3.8	-8.2	-3.6	+6	23.5	23.8	24.4
Special types of assistance.....	659,685	17,623,663	-6	-2.8	+9.8	+10.1	14.8	14.1	14.0
Old-age assistance.....	530,614	12,493,475	+9	-1.2	+9.2	+8.3	10.5	9.8	10.1
Aid to dependent children <sup>5</sup> .....	106,490	4,412,378	-7.5	-7.7	+13.0	+15.8	3.7	3.7	3.3
Aid to the blind <sup>6</sup> .....	22,581	717,800	+1	+3	+10.2	+10.2	.6	.6	.6
Works Progress Administration <sup>7</sup> .....	( <sup>3</sup> )	72,667,893	( <sup>3</sup> )	-7.8	( <sup>3</sup> )	+4.3	61.0	61.4	60.8
Private agencies <sup>10</sup> .....	( <sup>3</sup> )	\$ 838,559		-10.1		-10.9	.7	.7	.8
Nonsectarian agencies.....	18,025	353,637	-5.7	-9.1	-8.0	-8.4	.3	.3	.3
Jewish agencies.....	6,668	159,737	-6.5	-15.1	-10.6	-17.3	.1	.2	.2
Catholic agencies.....	9,412	179,076	-6.9	-2.8	-19.3	-8.8	.2	.1	.2
Salvation Army.....	5,920	28,222	-10.6	-15.2	-7.3	-22.3	( <sup>11</sup> )	( <sup>11</sup> )	( <sup>11</sup> )
Other private agencies.....	9,300	117,887	-19.4	-14.7	-6.7	-8.9	.1	.1	.1

<sup>1</sup> Incomplete, since some agencies reporting amount of assistance did not report number of cases aided.

<sup>2</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>3</sup> Total number of cases aided by public and/or private agencies cannot be obtained by adding figures shown, since an unknown number of cases received assistance from more than 1 agency.

<sup>4</sup> Includes estimates amounting to \$128,043.

<sup>5</sup> Public agencies administered \$1,897 of private funds while private agencies administered \$13,187 of public funds, so that total amounts contributed from public and private sources, respectively, were \$118,382,393 and \$827,269.

<sup>6</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>7</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>9</sup> Figures not available.

<sup>10</sup> Includes direct and work relief and aid to veterans.

<sup>11</sup> Less than 0.1 percent.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, April 1939

[Corrected to June 30, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>	WPA earnings <sup>6</sup>		March 1939	April 1938
Alabama:											
Birmingham	County	\$710,111	\$710,027	\$6,341	\$21,937	\$19,044	\$836	\$661,869	\$84	+0.8	+47.6
Mobile	do	141,302	140,706	844	7,682	1,573	172	130,435	506	— .8	+10.7
California:											
Los Angeles	do	6,056,199	6,034,327	1,703,966	1,690,805	196,194	147,771	2,295,591	21,872	—1.3	+18.0
Oakland	do	1,478,734	1,475,702	278,853	243,659	48,948	22,497	881,745	3,032	—1.8	+3.2
Sacramento	do	315,228	313,563	58,957	103,276	18,543	6,909	125,878	1,065	—4.9	+10.0
San Diego	do	691,973	691,158	145,330	211,312	22,240	10,301	301,966	815	—1.4	+1.9
San Francisco	do	1,915,827	1,901,222	380,726	310,725	50,021	22,752	1,136,998	14,605	—5.0	+7.2
Colorado: Denver	do	731,026	728,447	53,170	296,066	47,753	3,365	328,093	2,579	+2.3	+10.9
Connecticut:											
Bridgeport	City	522,945	520,639	63,602	27,250	5,755	324	423,708	2,306	—5.7	+16.6
Hartford	do	293,278	277,507	73,850	46,835	6,479	609	149,734	15,771	—6.9	+2.7
New Britain	do	95,492	95,117	16,954	10,651	2,314	86	65,112	375	+14.8	—3.0
New Haven	do	669,273	664,818	85,101	46,454	7,473	896	524,894	4,455	—5.0	+16.5
Delaware: Wilmington	County	184,900	181,099	37,234	16,793	9,746	-----	117,326	3,801	—11.8	+1.0
District of Columbia: Washington	City	840,945	825,656	48,375	83,857	43,482	5,788	644,154	15,289	—5.2	+26.7
Florida:											
Jacksonville	County	406,623	405,780	5,701	50,077	8,012	3,276	338,714	843	—3.9	+51.6
Miami	do	177,559	172,376	5,702	45,501	9,422	3,081	108,670	5,183	—1.9	+48.8
Georgia: Atlanta	do	730,671	725,738	23,099	32,468	18,874	2,123	649,174	4,933	+1.0	+23.3
Illinois:											
Chicago	do	10,681,215	10,602,091	3,340,640	1,024,583	78,787	73,899	6,084,182	79,124	—4.7	+9.9
Springfield	do	298,530	296,250	51,562	36,289	1,703	4,263	202,433	2,280	—6.0	+43.7
Indiana:											
Evansville	do	436,607	436,016	48,175	39,157	18,827	1,517	328,340	591	+2.7	+22.2
Fort Wayne	do	292,994	290,818	26,726	36,838	20,977	1,388	204,889	2,176	—7.9	+4.1
Indianapolis	do	1,086,282	1,078,561	127,268	121,419	70,877	6,193	752,804	7,721	—8.6	—4.4
South Bend	do	353,134	352,695	50,791	32,465	18,621	947	249,871	439	—4.9	—7.8
Terre Haute	do	367,290	366,461	15,167	47,486	16,102	1,997	285,709	829	—16.1	—9.1
Iowa:											
Des Moines	do	520,777	519,399	57,364	83,740	3,749	4,747	369,799	1,378	—8.7	—2.9
Sioux City	do	215,859	215,041	62,476	38,787	4,172	1,571	108,035	818	—9.0	( <sup>7</sup> )
Kansas:											
Kansas City	do	337,715	337,325	24,632	25,323	12,231	1,354	273,785	390	—7.6	+16.3
Topeka	do	135,421	135,094	12,913	16,302	8,146	970	96,763	327	—4.7	—7.9
Wichita	do	228,480	227,725	48,419	37,012	15,879	1,708	124,707	755	—5.6	+12.3
Kentucky: Louisville	do	344,338	338,789	23,470	32,505	9,828	-----	270,986	7,549	—7.0	+16.8
Louisiana:											
New Orleans	Parish	1,179,642	1,169,931	35,980	57,685	76,798	4,000	995,468	9,711	+2.2	+12.9
Shreveport	do	50,929	50,750	7,203	13,398	12,382	334	17,433	179	— .9	+74.9
Maine: Portland	City	166,601	164,557	24,640	17,204	3,326	1,234	118,153	2,044	+ .6	+30.0
Maryland: Baltimore	do	820,356	805,453	228,055	158,068	157,187	9,084	253,059	14,903	—7.3	+4.3
Massachusetts:											
Boston	do	3,030,742	2,954,075	453,815	396,591	195,032	7,775	1,900,862	76,667	—5.3	+16.6
Brockton	do	225,616	222,238	32,861	57,268	9,509	434	122,166	3,378	—15.5	—2.3
Cambridge	do	345,103	341,750	74,143	39,073	19,607	905	208,022	3,353	+4.7	+5.0
Fall River	do	386,541	386,453	51,210	54,532	12,172	971	267,568	88	+4.1	+2.9
Lawrence	do	193,140	192,136	24,055	42,518	5,418	505	119,640	1,004	—7.4	—6.6
Lowell	do	418,087	416,802	58,221	62,408	15,352	798	280,023	1,285	+13.6	+18.4
Lynn	do	289,421	286,555	51,631	71,614	11,037	715	151,558	2,866	+2.9	—2.0
Malden	do	144,317	144,269	41,967	30,170	5,338	290	66,504	48	—1.6	+1.9
New Bedford	do	341,005	339,466	71,032	75,681	11,439	800	180,494	1,539	+2.6	+17.1
Newton	do	108,572	106,454	37,030	17,085	8,564	106	43,669	2,118	—6.3	+13.2
Springfield	do	381,764	378,751	115,851	74,032	18,869	774	169,225	3,412	—13.8	—2.7
Worcester	do	477,062	473,620	172,314	84,415	23,494	835	192,562	3,442	—23.2	+1.1
Michigan:											
Detroit	County	4,636,846	4,620,287	811,795	252,310	333,948	4,927	3,217,307	16,559	—10.6	—17.5
Flint	do	442,971	442,494	89,933	56,809	25,649	541	269,562	477	—12.9	—36.7
Grand Rapids	do	685,057	684,212	58,653	104,389	32,133	1,579	487,458	845	—1.8	+1.5
Pontiac	do	416,798	416,513	58,829	48,876	29,445	480	278,883	285	—7.6	—31.7
Saginaw	do	215,795	215,355	34,854	30,287	17,029	417	132,768	440	—17.3	—32.2
Minnesota:											
Duluth	do	865,137	859,672	184,197	112,423	32,430	2,289	528,333	5,465	—2.5	+20.7
Minneapolis	do	1,769,394	1,761,777	464,347	301,183	49,517	4,389	942,341	7,587	—8.7	+6.1
St. Paul	do	856,131	850,781	216,379	114,818	21,970	2,861	494,753	5,350	—10.9	—11.1
Missouri:											
Kansas City	do	982,926	972,097	100,029	158,523	8,535	10,600	694,410	10,829	—5.8	+21.8
St. Louis	City and county	2,030,684	2,009,616	174,969	206,983	37,054	17,350	1,573,260	21,068	—10.3	—2.7
Nebraska: Omaha	County	653,184	644,189	9,667	72,751	31,906	1,728	528,137	8,995	—3.8	+1.7
New Jersey:											
Jersey City	City	1,051,565	1,051,119	131,878	23,396	24,198	1,082	870,565	446	—9.5	—3.4
Newark	do	1,675,331	1,672,094	517,173	57,134	64,604	2,024	1,031,159	3,237	—4.8	—8.7
Trenton	do	327,739	325,744	85,173	16,559	14,798	647	208,567	1,995	—6.5	—19.0

See footnotes at end of table.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, April 1939—Continued

[Corrected to June 20, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds					Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>		March 1939	April 1939
New York:										
Albany	City	\$261,900	\$250,777	\$42,509	\$13,890	\$4,211	\$644	\$198,523	\$2,213	-8.0
Buffalo	County	1,811,659	1,790,115	1,039,707	98,373	67,371	3,930	589,734	12,544	+6.7
New Rochelle	City	102,383	102,105	65,452	11,515	8,454	186	16,498	278	-11.3
New York	do	22,729,459	22,538,238	7,072,353	1,306,800	1,247,766	37,546	12,873,773	\$191,221	-8.9
Niagara Falls	do	156,440	155,594	62,112	7,812	7,429	126	78,115	846	-10.2
Rochester	do	938,194	936,191	464,486	110,026	37,886	2,462	\$321,331	2,003	-1.6
Syracuse	County	585,022	580,479	\$277,900	68,688	23,400	1,105	209,296	\$4,543	-15.8
Utica	City	244,287	241,647	73,631	20,648	13,635	364	127,369	2,640	-7.9
Yonkers	do	324,290	322,762	104,515	21,893	20,393	399	175,562	1,537	-6.8
North Carolina:										
Asheville	County	137,566	137,566	2,735	10,696	4,643	856	118,636	-----	-2.4
Charlotte	do	104,977	104,471	4,914	15,369	6,243	1,368	76,577	506	+3.0
Greensboro	do	98,857	98,790	2,293	15,977	6,656	1,240	72,624	\$67	-3.0
Winston-Salem	do	131,718	127,152	5,608	13,506	5,599	959	101,480	4,566	-1.7
Ohio:										
Akron	do	1,218,414	1,215,505	72,210	73,353	18,023	1,950	1,049,969	2,900	-4.9
Canton	do	572,025	571,966	40,918	75,344	11,612	2,007	442,085	59	-9.2
Cincinnati	do	1,330,933	1,314,879	249,277	179,850	38,329	5,372	842,051	16,054	-12.4
Cleveland	do	4,973,408	4,936,827	527,983	216,043	107,163	7,777	4,077,861	36,881	-8.5
Columbus	do	965,222	963,600	108,705	148,106	21,213	6,176	679,400	\$1,622	-5.3
Dayton	do	663,273	661,726	100,804	106,010	15,155	2,510	437,247	1,547	-2.8
Springfield	do	192,899	192,899	15,104	53,563	4,991	1,480	117,761	-----	-9.7
Toledo	do	1,287,430	1,286,882	154,450	116,845	16,692	4,231	994,664	548	-14.4
Youngstown	do	642,680	642,460	51,197	47,232	11,309	3,187	529,535	220	-11.7
Oklahoma: Tulsa	do	264,018	257,889	9,192	89,740	18,827	2,569	137,261	6,429	-1.1
Oregon: Portland	do	722,121	720,560	109,932	155,198	18,823	4,699	431,888	1,561	-1.5
Pennsylvania:										
Allentown	do	299,633	298,804	53,500	12,220	(11)	5,595	227,579	\$739	-15.3
Altoona	do	348,536	348,464	77,528	31,955	16,708	5,934	216,339	72	-3.2
Bethlehem	do	300,998	300,238	48,389	16,015	(11)	5,430	230,404	760	-13.0
Chester	do	305,624	303,976	76,466	14,506	(11)	7,467	205,537	1,648	-16.4
Erie	do	435,689	435,616	102,946	47,457	15,264	7,935	282,014	73	-11.0
Johnstown	do	560,499	559,993	125,046	39,363	30,995	7,280	357,359	506	-6.9
Philadelphia	do	4,130,085	4,090,113	2,465,728	192,435	(11)	67,917	1,334,033	\$39,972	-17.2
Pittsburgh	do	4,014,224	3,991,700	1,435,964	243,586	157,125	37,646	2,117,379	\$22,524	-9.1
Reading	do	447,622	446,577	100,301	38,313	11,759	9,150	287,054	1,045	-2.6
Scranton	do	1,186,833	1,183,465	235,093	21,036	(11)	9,991	917,345	\$3,368	-3.8
Wilkes-Barre	do	1,499,907	1,498,398	348,693	34,636	(11)	13,712	1,101,357	1,509	-13.3
Rhode Island: Providence	City	873,655	867,997	147,649	53,642	19,287	345	647,074	5,658	-3.7
South Carolina: Charleston	County	206,728	206,188	3,746	10,409	4,282	563	187,188	540	-2.8
Tennessee:										
Knoxville	do	168,560	167,835	3,403	16,498	15,323	888	131,723	725	-11.5
Memphis	do	293,988	289,146	6,842	35,918	19,274	4,100	223,012	4,842	-8.2
Nashville	do	209,865	207,601	4,736	25,554	16,718	2,413	158,180	2,264	-14.4
Texas:										
Dallas	do	397,852	393,906	45,742	90,648	902	-----	255,614	3,046	-1.2
El Paso	do	91,418	91,063	-----	12,665	-----	-----	78,398	355	-1.1
Fort Worth	do	348,566	348,170	22,847	69,203	-----	-----	256,120	396	-1.8
Houston	do	343,810	341,001	29,518	77,274	-----	-----	234,209	2,809	-2.2
San Antonio	do	360,914	356,872	66,475	66,475	-----	-----	290,397	4,042	-4.6
Utah: Salt Lake City	do	436,136	434,268	48,250	94,490	36,361	1,088	254,079	\$1,868	-3.2
Virginia:										
Norfolk	City	88,831	87,988	6,078	5,313	1,222	770	74,605	\$843	-37.9
Richmond	do	166,175	160,533	22,977	9,307	1,251	725	126,273	5,642	-6.6
Roanoke	do	35,597	35,597	3,081	3,672	576	360	27,908	-----	-4.1
Washington:										
Seattle	County	949,498	942,684	90,422	235,484	34,720	8,209	573,849	6,814	-9.1
Tacoma	do	456,848	456,848	19,705	100,630	19,709	2,798	343,506	-----	-10.9
West Virginia: Huntington	do	216,493	215,578	9,199	10,793	5,741	681	189,164	915	-5.2
Wisconsin:										
Kenosha	do	243,939	243,585	29,918	21,943	16,298	1,428	173,998	354	-5.8
Madison	do	299,047	298,826	31,369	46,851	21,787	1,064	197,755	221	-2.3
Milwaukee	do	2,324,712	2,315,178	462,578	182,646	107,134	8,562	1,554,258	\$9,534	-8.3
Racine	do	249,457	248,463	48,729	24,624	19,598	842	154,670	994	-7.5

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>2</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>3</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>4</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these

areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>5</sup> Includes direct and work relief and aid to veterans.

<sup>6</sup> Includes estimate.

<sup>7</sup> Relates to county.

<sup>8</sup> Relates to city.

<sup>9</sup> Decrease of less than 0.1 percent.

<sup>10</sup> Estimated.

<sup>11</sup> No payments for this month because of change in mailing schedule.

<sup>12</sup> Incomplete, since figures are not obtainable for relief program.



## General Relief Operations of Public Agencies in Selected Large Cities, May 1939

Data on general relief operations during the month of May were received from 18 large cities, including all cities with a population of more than 400,000 in 1930, except New Orleans. Rochester, New York, which is somewhat smaller, is also included. In San Francisco and Los Angeles relief to employable cases is administered by local offices of the State Relief Administration, and relief to unemployable cases is administered by the county departments of public welfare. To facilitate comparison with other cities in which general relief is administered by one agency, the reports of the two agencies in Los Angeles and San Francisco are combined in the tables.

### Shortage of Funds Reported in Four Cities

The District of Columbia regularly limits relief to unemployable cases because of lack of funds. In May, Baltimore, Chicago, and Detroit reported a shortage of relief funds. In Baltimore this shortage resulted in the closing of more than 2,000 cases. In Chicago relief grants were reduced from 85 to 75 percent of the amounts budgeted. In Detroit economies were effected by

closing childless-couple and single-person cases, by reducing the food budget of employable cases 16 percent, by discontinuing emergency grocery orders to applicants before completion of investigation, and by restricting intake.

### Cases Aided and Amount of Relief

In May the 18 cities reported a total of 654,000 cases aided and an expenditure of \$20.3 million. These figures represent a decrease from the previous month of 1 percent in the number of cases aided and of 3 percent in the amount of obligations incurred. Declines in case load amounted to 12 percent in Baltimore and Detroit, between 6 and 9 percent in Boston, Cincinnati, and Minneapolis, and to less than 5 percent in 8 other cities. Increases of less than 3 percent in the number of cases aided were reported by 5 of the 18 cities. Decreased expenditures were reported by 13 cities and amounted to 29 percent in Baltimore, 18 percent in Rochester, between 7 and 13 percent in Buffalo, Chicago, Cincinnati, Detroit, and Minneapolis, and to less than 6 percent in the other 6 cities. Decreased expenditures in Baltimore, Chicago, and Detroit are known to indicate lack of funds and not decreased needs. Increases in expenditures in 5 cities amounted

Table 3.—Number of cases receiving general relief, amount of relief, and average amount per family and single-person case in selected cities, May 1939

City	Number of cases receiving relief	Amount of relief <sup>1</sup>	Average amount		Percentage change from April 1939 in—	
			Per family case	Per single-person case	Number of cases	Amount of relief
Baltimore.....	7,882	\$156,488	( <sup>2</sup> )	( <sup>2</sup> )	-11.7	-29.2
Boston.....	15,992	430,668	\$32.71	\$17.50	-6.1	+7.3
Buffalo.....	22,693	772,628	38.82	18.85	-1.6	-7.4
Chicago.....	* 114,585	* 2,750,154	( <sup>2</sup> )	( <sup>2</sup> )	+2.4	-10.4
Cincinnati.....	8,579	192,808	24.25	17.25	-6.4	-9.5
Cleveland.....	18,308	435,090	28.97	15.99	+2.3	+6.1
Detroit.....	18,580	635,134	37.85	17.26	-11.6	-8.3
District of Columbia <sup>3</sup> .....	1,677	45,607	32.24	19.72	-4.9	-4.8
Los Angeles <sup>4</sup> .....	51,511	1,641,509	40.60	16.90	-2.8	-3.6
Milwaukee <sup>5</sup> .....	21,671	* 516,629	29.71	12.19	-4.7	+7.7
Minneapolis.....	13,641	376,880	32.09	20.12	-8.7	-12.9
Newark.....	15,608	459,981	34.76	19.87	-2.6	-5.6
New York.....	176,888	6,926,288	45.85	26.81	+2.2	-1.3
Philadelphia.....	* 81,309	2,475,212	( <sup>2</sup> )	( <sup>2</sup> )	+3.8	-7
Pittsburgh <sup>6</sup> .....	* 83,888	1,554,658	( <sup>2</sup> )	( <sup>2</sup> )	+6	+8.6
Rochester.....	9,593	342,099	39.60	17.17	-4.8	-18.1
St. Louis.....	7,918	154,000	24.90	8.62	+1.0	-3.7
San Francisco <sup>7</sup> .....	13,497	388,308	42.93	18.89	-3.9	+1.2

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Not available.

<sup>3</sup> Computed from estimated distribution of amount of relief to family and single-person cases.

<sup>4</sup> Includes cases receiving aid from special departments: Transportation Service, 907 cases, \$18,283; Children's and Minors' Service, 2,302 cases, \$53,157; Nursing Home Service, number of cases not available, \$1,317; and Shelter Division, 2,770 cases, \$12,149.

<sup>5</sup> Accepts only unemployable cases.

<sup>6</sup> Includes figures for entire county in which city is located.

<sup>7</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>8</sup> Includes \$22,718 which was estimated as covering cost of operating a commissary.

<sup>9</sup> Includes duplications, since in some cases relief was granted more than once during month.

to between 6 and 9 percent in Boston, Cleveland, Milwaukee, and Pittsburgh, and to 1 percent in San Francisco.

Fourteen cities reported data from which it was possible to compute the average amount of relief per family and per single-person case. The average amount per family case ranged from \$24.25 in Cincinnati to \$45.85 in New York. In 4 cities it was below \$30, in 7 cities between \$30 and \$40, and in 3 cities more than \$40. The average amount per single-person case varied from \$8.62 in St. Louis to \$26.81 in New York. In 10 of the cities the average was between \$15 and \$20. The average amount of relief per case does not necessarily reflect the standard or adequacy of relief, since many factors must be taken into consideration in comparing the data for the various cities. Among the variables are community differences in the cost of living and agency differences in items included in the budget, methods of distributing relief, the proportion of cases having income from other sources or carried for only part of a month, and in the policies adopted because of shortage of available funds.

**Table 4.—General relief cases in households receiving other types of income or assistance in selected cities, May 1939**

City	Number of cases receiving relief	Percent of general relief cases in households receiving 1—				
		Unemployment benefits	Earnings from regular employment	WPA earnings	Old-age assistance	Aid to dependent children
Baltimore.....	7,882	0.6	0.7	.....	1.5	31.0
Buffalo.....	22,693	.6	9.1	6.7	2.1	1.2
Chicago.....	114,585	( <sup>1</sup> )	( <sup>2</sup> )	1.3	2.1	.2
Cincinnati.....	8,579	.6	3.2	1.6	3.1	( <sup>1</sup> )
Cleveland.....	18,306	1.2	6.0	10.0	.....	.....
Detroit.....	18,580	1.4	7.0	10.7	1.5	.....
Los Angeles <sup>3</sup> .....	51,511	1.6	( <sup>2</sup> )	7.9	( <sup>2</sup> )	( <sup>1</sup> )
Milwaukee <sup>4</sup> .....	21,671	.8	6.8	15.0	1.2	.2
Minneapolis.....	13,641	( <sup>1</sup> )	( <sup>2</sup> )	19.7	4.6	4.1
Newark.....	15,608	2.1	23.4	3.9	.....	.....
New York.....	176,888	.3	( <sup>2</sup> )	4.2	2.4	1.6
Philadelphia.....	81,309	1.0	( <sup>2</sup> )	1.1	( <sup>2</sup> )	( <sup>1</sup> )
Pittsburgh <sup>5</sup> .....	53,888	1.5	( <sup>2</sup> )	2.7	( <sup>2</sup> )	( <sup>1</sup> )
Rochester.....	9,593	.9	14.0	6.8	5.2	3.0
San Francisco <sup>6</sup> .....	13,497	.9	( <sup>2</sup> )	7.1	( <sup>2</sup> )	( <sup>1</sup> )

<sup>1</sup> Figures on number of general relief cases which also received aid to the blind are available for Baltimore, Buffalo, Cincinnati, Cleveland, Milwaukee, and Rochester. Such cases amount to 0.2 percent of cases receiving relief in Cincinnati and Rochester; 0.1 percent in Baltimore, Buffalo, and Milwaukee; and to less than 0.1 percent in Cleveland.

<sup>2</sup> Unemployment benefits not yet payable in Illinois.

<sup>3</sup> Not available.

<sup>4</sup> Less than 0.1 percent.

<sup>5</sup> Includes figures for entire county in which city is located.

<sup>6</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>7</sup> Base is number of cases open on last day of month rather than figures shown in first column of this table.

## General Relief in Addition to WPA Earnings or Public Assistance

Available data concerning supplementation of WPA earnings are shown in table 4. Baltimore does not grant general relief to cases with workers employed on WPA projects. Relief was granted to supplement WPA earnings in 20 percent of the cases receiving relief in Minneapolis, 15 percent in Milwaukee, 11 percent in Detroit, 10 percent in Cleveland, and in less than 7 percent in the remaining cities. With the exception of Baltimore, where in 31 percent of the cases general relief supplemented aid to dependent children, no other city reported as high as 6 percent of the relief cases also receiving one of the special types of public assistance.

## Case Turn-Over

The number of general relief cases opened and closed during May and accession and separation rates for each city are presented in tables 5 and 6. Accession rates (cases opened as a percent of average number of cases open at the beginning and end of May) ranged from 5 in Buffalo and Rochester to 21 in San Francisco. In 11 of the 17 cities for which information is available, the accession rate was less than 10. Separation rates (cases

**Table 5.—Reasons for opening general relief cases in selected cities, May 1939**

City	Number of cases opened	Accession rate <sup>1</sup>	Percent opened for specified reason			
			Cessation of unemployment benefits	Loss of regular employment	Loss of WPA employment	All other reasons
Baltimore.....	462	7.1	0.9	19.7	2.1	77.3
Boston.....	1,734	12.1	1.4	28.8	35.0	34.8
Buffalo.....	976	4.6	1.0	48.6	26.3	24.1
Chicago.....	10,597	9.0	( <sup>2</sup> )	23.3	58.6	18.1
Cincinnati.....	756	8.1	3.4	11.0	26.3	59.3
Cleveland.....	1,865	9.5	.8	8.7	63.5	26.9
Detroit.....	2,814	15.9	16.5	15.6	23.7	44.3
District of Columbia <sup>3</sup> .....	137	7.2	.....	.....	.....	100.0
Los Angeles <sup>4</sup> .....	5,321	11.0	12.0	28.0	19.1	40.9
Milwaukee <sup>5</sup> .....	2,884	15.6	1.4	20.7	30.9	47.0
Minneapolis.....	982	( <sup>2</sup> )	2.6	25.2	41.2	31.0
Newark.....	1,089	7.2	9.3	30.6	30.5	29.6
New York.....	11,247	6.7	2.2	17.1	53.4	27.3
Philadelphia.....	4,927	6.4	8.2	40.0	17.1	34.7
Pittsburgh <sup>6</sup> .....	5,665	11.5	11.1	32.6	37.6	37.7
Rochester.....	443	4.5	2.0	43.6	14.7	39.7
St. Louis.....	629	8.2	.....	4.1	14.6	81.3
San Francisco <sup>7</sup> .....	2,640	21.2	6.4	( <sup>2</sup> )	14.8	( <sup>2</sup> )

<sup>1</sup> Cases opened as a percent of average number of cases open at beginning and end of mo. ch.

<sup>2</sup> Unemployment benefits not yet payable in Illinois.

<sup>3</sup> Accepts only unemployable cases.

<sup>4</sup> Includes figures for entire county in which city is located.

<sup>5</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>6</sup> Not available.

closed as a percent of average number of cases open at the beginning and end of May) were 52 in Baltimore and in the other 16 cities ranged from 6 in Chicago to 25 in Detroit. In only 5 cities was the separation rate less than 10. The high separation rates in Detroit and Baltimore were occasioned by policies adopted because of shortage of relief funds. The accession rates were higher than the separation rates in 5 cities only—Boston, Chicago, Cleveland, St. Louis, and San Francisco. A relatively large turn-over occurred in Detroit, Milwaukee, and San Francisco. Accession rates of 21 in San Francisco and of 16 in Detroit and Milwaukee were accompanied by separation rates of 20, 25, and 21, respectively. From 52 to 82 percent of all openings in 11 cities were attributed to two reasons—loss of regular employment and loss of WPA employment. Among these 11 cities, loss of WPA employment was responsible for more openings than was loss of regular employment in Boston, Chicago, Cleveland, Milwaukee, Minneapolis, New York, and Pittsburgh; loss of regular employment was the more important reason in Buffalo, Newark, Philadelphia, and Rochester.

From 52 to 69 percent of all closings in 7 cities were effected because of the obtaining of regular employment and transfer to WPA. Transfer to

WPA was the more important reason for closing cases in Cleveland and Los Angeles, while obtaining regular employment was more important in Boston, Newark, New York, Philadelphia, and Rochester.

#### Effect of Regular Employment on the Case Load

As a result of turn-over because of regular employment there was a decrease in May of approximately 7,800 in the aggregate case load of the 17 cities for which information is available. In April this same factor accounted for a decrease of 3,100 cases. All these cities showed net decreases in their case loads in May because closings when employment was obtained exceeded openings because of loss of employment. In Buffalo and Detroit, the decreases amounted to approximately 600 cases, in Philadelphia to 1,300, and in New York to 2,500.

#### Effect of WPA Employment on Case Load

In May, turn-over in case load because of WPA employment resulted in a net increase of over 10,500 in the case load of the 18 cities. The net increase for this reason amounted in April to 1,900 cases. In May, 9 of the 18 cities reported net increases as a result of lay-offs from WPA projects. The increases amounted to be-

Table 6.—Reasons for closing general relief cases in selected cities, May 1939

City	Number of cases closed	Separation rate <sup>1</sup>	Percent closed for specified reason						
			Transferral to—			Relief no longer needed			All other reasons
			WPA	Special types of public assistance	Other relief status	Unemployment benefits received	Regular employment obtained	Increased earnings or income	
Baltimore.....	3,400	52.1	8.1	1.3	0.2	1.0	6.6	2.5	80.3
Boston.....	1,595	11.1	27.1	6.0	( <sup>2</sup> )	1.7	42.1	( <sup>3</sup> )	( <sup>4</sup> ) 33.2
Buffalo.....	2,692	12.6	1.6	1.0	2.2	9.1	39.9	13.0	( <sup>5</sup> ) 33.2
Chicago.....	7,010	6.0	6.5	3.9	( <sup>2</sup> )	( <sup>4</sup> )	38.0	5.3	( <sup>5</sup> )
Cincinnati.....	1,546	16.6	17.5	2.8	2.8	6.1	24.0	17.5	29.3
Cleveland.....	1,480	7.5	40.5	2.6	3.7	3.6	24.2	1.9	23.5
Detroit.....	4,366	24.7	8.5	5.1	.4	3.3	24.7	15.3	42.7
District of Columbia <sup>6</sup> .....	248	13.0	7.7	16.1	.4	—	11.7	6.0	58.1
Los Angeles <sup>7</sup> .....	6,822	14.1	33.5	.4	.8	4.4	22.5	2.6	35.8
Milwaukee <sup>8</sup> .....	3,839	20.8	11.9	1.6	1.5	1.7	30.5	4.3	48.5
Minneapolis.....	2,287	( <sup>9</sup> )	19.4	2.6	( <sup>2</sup> )	4.3	26.5	10.1	( <sup>5</sup> )
Newark.....	1,357	8.9	5.6	—	—	6.6	50.5	37.3	—
New York.....	11,343	6.8	16.4	3.3	.7	9.4	38.8	9.9	21.5
Philadelphia.....	8,623	11.3	14.1	11.1	( <sup>2</sup> )	9.2	37.6	7.7	( <sup>5</sup> )
Pittsburgh <sup>7</sup> .....	6,104	12.3	14.8	6.7	( <sup>2</sup> )	25.5	30.8	6.1	( <sup>5</sup> )
Rochester.....	1,050	10.7	12.1	1.3	( <sup>2</sup> )	5.1	51.1	19.2	( <sup>5</sup> )
St. Louis.....	618	8.0	27.7	30.9	1.1	2.6	14.2	2.6	20.9
San Francisco <sup>8</sup> .....	2,527	20.3	30.7	3.6	9.8	5.1	18.8	1.7	30.3

<sup>1</sup> Cases closed as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> 59.6 percent of total cases closed were closed because of shortage of relief funds.

<sup>3</sup> Not available.

<sup>4</sup> Unemployment benefits not yet payable in Illinois.

<sup>5</sup> 51.0 percent of total cases closed were closed because of shortage of relief funds.

<sup>6</sup> Accepts only unemployable cases.

<sup>7</sup> Includes figures for entire county in which city is located.

<sup>8</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>9</sup> Includes cases transferred to the NYA.



tween 400 and 600 cases in Milwaukee and Cleveland, 1,200 in Pittsburgh, over 4,100 in New York, and almost 6,000 in Chicago. Net decreases occurred in 9 cities but amounted to more than 400 only in Los Angeles, where the decrease was 1,300.

#### Effect of Unemployment Benefits on Case Load

Data on the number of cases opened on exhaustion of unemployment benefits and the number closed on receipt of benefits are available for 15 cities for both April and May. In these cities, according to reports, the total number of closings on receipt of benefits exceeded the number of openings on cessation of benefits in both months. In May, the net decrease was approximately 2,000, and in April 1,600 cases. Unemployment benefits in May effected a net decrease in the case load in all cities reporting these items except Detroit, Los Angeles, Newark, and San Francisco. Increases in Detroit and Los Angeles amounted to between 300 and 400 cases. Large decreases were reported by 3 cities—almost 400

in Philadelphia, over 800 in New York, and over 900 in Pittsburgh.

In May in the cities for which data are presented in table 7, cessation of benefits was reported as the reason for more than 10 percent of the openings in 3 cities—Detroit 17, Los Angeles 12, and Pittsburgh 11 percent. In 9 cities less than 4 percent, and in St. Louis no openings were reported to have been made for this reason. In these 16 cities less than 10 percent of the cases closed were dropped because benefits were received, except in Pittsburgh where 26 percent of the May closings were because of receipt of benefits. In 8 cities less than 5 percent of the closings were for this reason.

Cases opened in May on loss of benefits or closed on receipt of benefits did not comprise as much as 3 percent of the cases receiving relief in any of the cities during the month. Cases in which aid was granted for supplementation because benefit checks were insufficient for budgetary needs comprised 2 percent or less of the cases receiving relief in 13 cities.

Table 7.—General relief cases opened because of cessation or closed because of receipt of unemployment benefits in selected cities, May 1939

City	Number of cases receiving relief	Cases opened				Cases closed			
		Number	Because of cessation of unemployment benefits			Number	Because of receipt of unemployment benefits		
			Number	Percent of—			Number	Percent of—	
				Cases receiving relief	Cases opened			Cases receiving relief	Cases closed
Baltimore.....	7,882	462	4	0.1	0.9	3,409	35	0.4	1.0
Boston.....	15,992	1,734	25	.2	1.4	1,595	27	.2	0.9
Buffalo.....	22,693	976	10	(1)	1.0	2,692	246	1.1	1.1
Cincinnati.....	8,579	756	26	.3	3.4	1,546	94	1.1	0.6
Cleveland.....	18,306	1,865	16	.1	.8	1,480	53	.3	3.6
Detroit.....	18,580	2,814	465	2.5	16.5	4,366	145	.8	3.3
Los Angeles <sup>1</sup> .....	51,511	5,321	639	1.2	12.0	6,822	301	.6	4.4
Milwaukee <sup>1</sup> .....	21,671	2,884	40	.2	1.4	3,839	67	.3	1.7
Minneapolis.....	13,641	982	26	.2	2.6	2,287	98	.7	4.3
Newark.....	15,608	1,089	102	.7	9.3	1,357	89	.6	6.6
New York.....	176,888	11,247	245	.1	2.2	11,343	1,061	.6	9.4
Philadelphia.....	81,309	4,927	404	.5	8.2	8,623	791	1.0	9.2
Pittsburgh <sup>1</sup> .....	53,888	5,665	627	1.2	11.1	6,104	1,556	2.9	25.1
Rochester.....	9,593	443	9	.1	2.0	1,050	54	.6	5.1
St. Louis.....	7,918	629	0	-----	-----	618	16	.2	2.6
San Francisco <sup>1</sup> .....	13,497	2,640	168	1.2	6.4	2,527	129	1.0	5.1

<sup>1</sup> Less than 0.1 percent.

<sup>2</sup> Includes figures for entire county in which city is located.

<sup>3</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

# OLD-AGE INSURANCE

BUREAU OF OLD-AGE INSURANCE • ANALYSIS DIVISION

## Employee Account Numbers Issued

A TOTAL OF 296,591 account numbers was issued in May as compared with 307,292 in April. Region VI accounted for the largest part of the numbers issued this month and was followed closely by Region II. The net cumulative total through May 27 amounted to 44.2 million.

## Wage Records

As of May 27, 1939, a total of 112.6 million wage items had been received in Baltimore for the four quarters of 1938. Of this total, 27.3 million were received for the first quarter, 27.8 million for the second quarter, 28.7 million for the third quarter, and 28.8 million for the fourth quarter. In addition, 17.8 million wage items for the first quarter of 1939 had been received.

Almost 114.5 million wage items had been received as of June 10, 1939, for the four quarters of 1938. This total also includes 1937 deferred wage items and 1937 wage items received since July 9, 1938. All except about 200,000 of these wage items had been converted to punch-card form, 109.1 million or 95.3 percent had been collated and interfiled, and 14.2 million or 12.4 percent had been posted to the individual wage accounts.

As of June 10, 1939, a total of 92,798 original requests for statements of earnings had been received in Baltimore. Of this total, 79,006 statements or 85.1 percent had been forwarded, 657 cases had been closed because further investigation of the wage accounts had been discontinued at the request of the employee, and 8,836 cases were being held until the employee furnished additional information. The remaining statements were in process in Baltimore, Washington, and the field offices.

## Claims for Lump-Sum Payments

A total of 19,354 claims was received in Washington in May as compared with 19,495 in April. Of the total receipts, 43.9 percent were claims for lump-sum payments at age 65 and 56.1 percent were claims for payments at death. The number of claims certified in May totaled 19,268, a slight decrease from the number certified in the previous

Table 1.—Employee account numbers issued, by regions and States, May 1939 <sup>1</sup>

Region <sup>2</sup> and State	Employee account numbers issued <sup>3</sup>	
	Cumulative through May <sup>4</sup>	May
Total.....	44,292,602	296,591
Region I:		
Connecticut.....	701,913	4,106
Maine.....	295,218	2,387
Massachusetts.....	1,761,916	8,432
New Hampshire.....	188,935	1,238
Rhode Island.....	308,362	1,909
Vermont.....	104,225	837
Region II:		
New York.....	5,949,099	43,515
Region III:		
Delaware.....	100,899	355
New Jersey.....	1,616,042	6,254
Pennsylvania.....	3,664,471	11,869
Region IV:		
District of Columbia.....	282,856	210
Maryland.....	627,977	3,129
North Carolina.....	915,010	1,479
Virginia.....	706,190	2,870
West Virginia.....	580,564	1,326
Region V:		
Kentucky.....	698,222	7,244
Michigan.....	2,010,545	11,637
Ohio.....	2,607,585	16,231
Region VI:		
Illinois.....	3,056,660	30,621
Indiana.....	1,166,491	8,098
Wisconsin.....	883,211	6,538
Region VII:		
Alabama.....	640,746	5,455
Florida.....	662,701	5,055
Georgia.....	821,382	3,072
Mississippi.....	368,824	3,778
South Carolina.....	485,887	3,573
Tennessee.....	739,303	6,347
Region VIII:		
Iowa.....	571,279	5,359
Minnesota.....	787,796	5,788
Nebraska.....	311,940	2,864
North Dakota.....	108,914	1,856
South Dakota.....	123,082	1,586
Region IX:		
Arkansas.....	349,344	4,414
Kansas.....	461,474	4,042
Missouri.....	1,227,649	7,479
Oklahoma.....	616,101	5,148
Region X:		
Louisiana.....	648,609	3,612
New Mexico.....	119,787	1,820
Texas.....	1,901,736	13,716
Region XI:		
Arizona.....	163,865	1,291
Colorado.....	347,405	3,023
Idaho.....	152,734	1,917
Montana.....	173,178	1,578
Utah.....	166,814	1,218
Wyoming.....	72,523	610
Region XII:		
California.....	2,862,334	21,748
Nevada.....	43,968	546
Oregon.....	374,220	3,075
Washington.....	619,122	5,024
Territories:		
Alaska.....	21,914	264
Hawaii.....	151,580	1,348

<sup>1</sup> Neither the monthly nor the cumulative total of account numbers issued should be taken as a measure of the number of persons engaged in covered employment, since account numbers are issued to persons who are not in employment covered by title II.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Excludes numbers voided and canceled for any reason.

<sup>4</sup> Revised.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operation

month. The average payment ranged from \$36.04 in Mississippi to \$100.77 in New York. Ap-

proximately one-half of all the claims were for payments of \$63 or less.

**Table 2.—Claims for lump-sum payments: Number received in Washington, and number and amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, May 1939 <sup>1</sup>**

Region <sup>2</sup> and State	Total claims				Claims for payments at age 65				Claims for death payments			
	Number		Total amount certified	Average amount certified	Number		Total amount certified	Average amount certified	Number		Total amount certified	Average amount certified
	Re- ceived	Certi- fied			Re- ceived	Certi- fied			Re- ceived	Certi- fied		
<b>Cumulative through May 31.</b>	382,470	363,440	\$18,712,696.21	\$51.49	170,174	161,771	\$8,501,794.46	\$52.55	212,296	201,669	\$10,210,901.75	\$50.63
<b>Total for May.....</b>	19,354	19,268	1,525,053.28	79.15	8,497	8,634	708,914.38	82.11	10,857	10,634	816,138.90	76.73
<b>Region I:</b>												
Connecticut.....	363	363	34,916.27	96.19	180	195	18,878.33	96.81	183	168	16,037.94	95.46
Maine.....	153	148	10,581.18	71.49	68	76	4,922.44	64.77	85	72	5,658.74	78.39
Massachusetts.....	822	866	78,436.69	90.57	427	447	42,444.73	94.95	395	419	35,991.96	85.90
New Hampshire.....	89	92	6,935.63	75.39	47	42	3,222.77	76.73	42	50	3,712.86	74.28
Rhode Island.....	162	177	13,928.44	78.69	91	98	8,766.56	89.45	71	79	5,161.88	68.39
Vermont.....	56	59	4,218.34	71.50	35	36	2,215.52	61.54	21	23	2,002.82	87.08
<b>Region II:</b>												
New York.....	2,056	2,022	203,748.52	100.77	873	879	93,139.30	105.96	1,183	1,143	110,609.22	96.77
<b>Region III:</b>												
Delaware.....	56	54	4,712.70	87.27	29	24	2,024.03	84.33	27	30	2,688.67	89.62
New Jersey.....	817	879	80,721.99	91.83	396	436	40,286.26	92.40	421	443	40,435.73	91.28
Pennsylvania.....	2,011	2,080	177,427.68	85.30	1,048	1,091	92,964.75	85.21	963	989	84,462.93	85.49
<b>Region IV:</b>												
District of Columbia.....	100	85	6,511.47	76.61	28	24	2,103.61	87.65	72	61	4,407.86	72.28
Maryland.....	318	313	22,108.49	70.63	145	137	9,851.35	71.91	173	176	12,257.14	69.64
North Carolina.....	354	363	17,196.95	47.38	96	100	4,415.59	44.16	258	263	12,783.36	48.61
Virginia.....	305	317	18,317.79	57.78	126	139	9,932.03	71.45	179	178	8,385.76	47.11
West Virginia.....	254	267	18,587.16	69.61	113	129	8,608.71	66.73	141	138	9,978.45	72.31
<b>Region V:</b>												
Kentucky.....	309	267	16,551.13	61.99	102	93	6,837.59	73.52	207	174	9,713.54	55.82
Michigan.....	788	761	67,333.01	88.48	321	332	30,538.45	91.98	467	429	36,794.56	85.77
Ohio.....	1,257	1,206	110,652.01	91.75	608	565	54,612.97	96.66	649	641	56,039.04	87.42
<b>Region VI:</b>												
Illinois.....	1,526	1,505	137,616.57	91.44	690	702	62,117.12	88.49	836	803	75,499.45	94.02
Indiana.....	572	560	40,861.36	72.97	281	289	20,145.79	69.71	291	271	20,715.57	76.44
Wisconsin.....	477	460	36,904.91	80.23	269	255	20,154.19	79.04	208	205	16,750.72	81.71
<b>Region VII:</b>												
Alabama.....	327	295	14,369.60	48.71	101	89	4,464.72	50.17	226	206	9,904.88	48.08
Florida.....	269	231	11,164.15	48.33	114	85	5,630.42	66.24	155	146	5,533.73	37.96
Georgia.....	322	349	16,826.64	48.21	99	106	5,757.84	54.32	223	243	11,068.80	48.85
Mississippi.....	134	124	4,469.01	36.04	50	49	1,625.75	33.18	84	75	2,843.26	27.91
South Carolina.....	217	231	9,912.84	42.91	57	58	3,378.46	58.25	160	173	6,534.38	37.77
Tennessee.....	329	315	16,224.26	51.51	100	95	4,656.01	49.01	229	220	11,568.25	52.56
<b>Region VIII:</b>												
Iowa.....	284	263	15,059.65	57.26	132	132	8,239.09	62.42	152	131	6,820.56	52.07
Minnesota.....	373	335	27,821.05	83.05	170	149	13,054.69	87.62	203	186	14,766.36	79.39
Nebraska.....	109	105	6,979.70	66.47	44	43	1,953.22	45.42	65	62	5,026.48	81.67
North Dakota.....	30	36	2,346.47	65.18	7	10	678.63	67.86	23	26	1,667.84	64.15
South Dakota.....	52	48	3,187.61	66.41	19	20	1,590.54	79.53	33	28	1,597.07	57.04
<b>Region IX:</b>												
Arkansas.....	137	142	5,445.77	38.35	43	50	1,832.94	36.66	94	92	3,612.83	39.27
Kansas.....	164	173	10,686.15	61.77	65	76	4,445.24	58.49	99	97	6,240.91	64.34
Missouri.....	495	533	38,871.71	72.93	203	233	17,311.55	74.30	292	300	21,560.16	71.87
Oklahoma.....	203	185	11,467.08	61.98	82	90	5,511.11	61.23	121	95	5,955.97	62.99
<b>Region X:</b>												
Louisiana.....	228	253	15,680.80	61.98	66	81	5,239.93	64.69	162	172	10,440.87	60.79
New Mexico.....	34	33	2,345.30	71.07	8	8	816.64	102.08	26	25	1,528.66	61.15
Texas.....	567	607	39,660.04	65.34	162	161	11,165.34	69.35	405	446	28,494.70	63.89
<b>Region XI:</b>												
Arizona.....	72	49	3,420.77	69.81	20	22	1,660.02	75.46	52	27	1,790.75	65.21
Colorado.....	158	148	9,382.86	63.40	71	59	4,219.38	71.51	87	89	5,163.48	58.02
Idaho.....	71	56	3,596.63	60.96	26	17	1,465.87	84.23	45	42	2,130.76	50.73
Montana.....	93	94	7,079.31	75.31	41	47	3,673.98	78.17	52	47	3,405.33	72.45
Utah.....	76	81	6,154.27	75.98	37	39	3,139.82	80.51	39	42	3,014.45	71.77
Wyoming.....	29	27	1,446.68	53.58	10	12	594.52	49.54	19	15	852.16	56.81
<b>Region XII:</b>												
California.....	1,172	1,155	92,424.88	80.02	549	558	41,611.95	74.57	623	597	50,812.93	85.11
Nevada.....	19	19	1,423.65	74.93	6	10	712.95	71.30	13	9	710.70	78.97
Oregon.....	165	158	12,750.56	80.70	76	72	5,815.40	80.77	89	86	6,935.16	80.94
Washington.....	294	296	21,298.40	71.95	134	141	8,686.91	61.61	160	155	12,611.49	81.39
<b>Territories:</b>												
Alaska.....	10	11	818.25	74.39	8	8	335.76	41.97	2	3	482.49	100.89
Hawaii.....	55	43	2,523.99	58.70	23	24	1,403.95	58.50	32	19	1,120.04	58.99
<b>Foreign <sup>3</sup>.....</b>	21	26	1,944.91	74.80	1	1	89.66	89.66	20	25	1,885.25	75.41

<sup>1</sup> All claims received to date have been for lump-sum payments amounting to 3 1/4 percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Claims received from persons in foreign countries.

Source: Bureau of Old-Age Insurance, Administrative Division.



# FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

DATA ON financial operations under the Social Security Act through May of the current fiscal year are presented in this issue. The volume of tax collections and expenditures are shown as well as the relation of the program to the Federal budget and fiscal operations.

## Current Financial Operations

Total tax receipts under the act during May amounted to \$118 million or 29.7 percent of total Federal receipts, as indicated in table 1. Social

security disbursements of \$82 million during the same month represented 11.0 percent of total Federal expenditures. Although total receipts under the Social Security Act were in excess of disbursements, total Federal expenditures exceeded total Federal receipts by \$348 million. This excess was reflected in both a decrease in the general fund balance and an increase in the public debt, bringing the public debt to \$40,282 million.

Tax collections under both titles VIII and IX of the Social Security Act are shown by internal

Table 1.—Receipts, expenditures, and issues under the Social Security Act, and total Federal receipts, expenditures, and debt for the fiscal years 1935-36, 1936-37, and 1937-38, and by months, October 1937-May 1939

[In millions]

Fiscal year and month	Receipts of Federal Government			Expenditures <sup>1</sup> of Federal Government			Excess receipts (+) or expenditures (-)	General fund balance	Amount of public debt				Changes in public debt				
	Total	Taxes under Social Security Act <sup>2</sup>	All other	Total	Under Social Security Act				All other	Total	Social security issues for—			Total	Social security issues for—		
					Admin-istrative expense and grants to States	Trans-fers to old-age reserve ac-count					Old-age re-serve ac-count	Unem-employ-ment trust fund	All other		Old-age re-serve ac-count	Unem-employ-ment trust fund	All other
Total, 1935-36...	\$4,116	-----	\$4,116	\$8,666	\$28	-----	\$8,638	-\$4,550	+\$840	\$33,779	-----	\$19	\$33,760	+\$5,078	-----	+\$19	+\$5,059
Total, 1936-37...	5,294	\$252	5,042	8,442	183	\$265	7,994	-3,149	-128	36,425	\$267	312	35,846	+2,646	+\$267	+293	+2,086
Total, 1937-38...	6,242	604	5,638	7,626	291	387	6,948	-1,384	-338	37,165	662	872	35,631	+740	+395	+500	-215
1937																	
October.....	333	52	281	606	40	41	525	-273	-184	36,956	431	496	36,029	+81	+41	+38	+2
November.....	327	36	291	494	31	41	422	-167	-68	37,089	472	574	36,043	+138	+41	+78	+19
December.....	865	69	796	678	13	43	622	+188	+365	37,279	513	625	36,141	+185	+41	+51	+93
1938																	
January.....	335	57	278	533	45	41	447	-198	-23	37,453	554	649	36,250	+174	+41	+24	+109
February.....	349	80	269	515	18	41	456	-166	+25	37,633	595	734	36,304	+180	+41	+85	+54
March.....	959	3	956	748	9	43	696	+211	+166	37,556	636	744	36,176	-77	+41	+10	-128
April.....	273	33	240	642	32	11	599	-369	-451	37,510	647	741	36,122	-46	+11	-3	-54
May.....	375	105	270	568	22	2	544	-193	-122	37,422	647	826	35,949	-88	0	+85	-173
June.....	774	5	769	930	24	0	906	-156	-351	37,165	662	872	35,631	-257	+15	+46	-318
Total, 1938-39 to May 31.....	5,055	627	4,428	8,259	324	447	7,488	-3,204	+708	40,282	1,094	1,280	37,908	+3,117	+432	+408	+2,277
1938																	
July.....	311	31	280	762	40	38	684	-451	-100	37,191	700	872	35,619	+26	+38	0	-12
August.....	487	106	381	683	32	38	613	-196	+144	37,593	733	954	35,906	+402	+33	+82	+287
September.....	711	3	708	751	10	33	708	-40	+719	38,393	766	950	36,677	+800	+33	-4	+771
October.....	332	34	298	769	49	32	688	-437	-409	38,423	798	936	36,689	+30	+32	-14	+12
November.....	382	103	279	677	28	32	617	-295	-122	38,603	830	1,032	36,741	+180	+32	+96	+52
December.....	704	3	701	862	14	32	816	-158	+636	39,427	862	1,064	37,501	+824	+32	+32	+760
1939																	
January.....	208	42	266	693	33	37	623	-385	-151	39,631	894	1,074	37,663	+204	+32	+10	+162
February.....	417	154	263	662	26	50	586	-245	+410	39,859	944	1,185	37,730	+227	+50	+111	+66
March.....	737	4	733	870	23	50	797	-133	+46	39,985	994	1,185	37,806	+126	+50	0	+76
April.....	268	30	238	785	37	55	693	-517	-346	40,063	1,044	1,172	37,847	+78	+50	-13	+41
May.....	397	118	279	744	32	50	662	-348	-119	40,282	1,094	1,280	37,908	+219	+50	+108	+61

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939.

<sup>2</sup> Federal tax receipts under titles VIII and IX of the act. These data from the Daily Statement of the U. S. Treasury differ from tax collections in

table 2, which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

<sup>3</sup> Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

revenue districts in table 2. During the 11-month period of the current fiscal year, total collections amounted to \$627 million, of which \$527 million or 84 percent represented title VIII taxes, and \$100 million or 16 percent represented title IX receipts. A few internal revenue dis-

tricts accounted, as usual, for a large proportion of these tax collections. Eight States—California, Illinois, Massachusetts, Michigan, New Jersey, New York, Ohio, and Pennsylvania—accounted for 67.6 percent of title VIII collections and 70.6 percent of title IX collections during this period.

Table 2.—Federal tax collections under titles VIII and IX of the Social Security Act,<sup>1</sup> by internal revenue collection districts, for the fiscal years 1937-38 and 1938-39, and cumulative to May 31, 1939

[In thousands]

Internal revenue collection district in—	Collections in fiscal year 1937-38			Collections in fiscal year 1938-39 to May 31, 1939			Cumulative collections to May 31, 1939		
	Total	Under title VIII <sup>2</sup>	Under title IX <sup>2</sup>	Total	Under title VIII <sup>2</sup>	Under title IX <sup>2</sup>	Total	Under title VIII <sup>2</sup>	Under title IX <sup>2</sup>
Total.....	\$600,678.0	\$510,550.6	\$90,127.3	\$626,953.6	\$526,934.9	\$100,018.7	\$1,483,812.8	\$1,235,826.9	\$247,985.9
Alabama.....	4,149.9	3,646.6	503.3	4,497.2	3,797.2	700.0	10,295.2	8,864.0	1,431.2
Arizona.....	988.4	898.4	90.0	1,012.6	890.0	122.6	2,413.8	2,155.4	258.4
Arkansas.....	1,669.2	1,373.3	295.9	1,683.1	1,482.3	200.8	4,237.9	3,364.4	873.5
California (2 districts).....	34,706.8	30,770.5	3,736.3	39,253.0	34,155.8	5,097.3	87,269.9	76,549.3	10,720.6
Colorado.....	3,505.1	3,137.5	367.6	3,690.6	3,200.5	490.2	8,479.6	7,446.9	1,032.7
Connecticut.....	11,456.5	10,019.2	1,437.3	12,100.0	10,277.7	1,822.3	28,353.9	24,400.0	3,953.9
Delaware.....	3,407.9	2,840.3	567.6	3,311.9	2,774.5	537.4	8,318.5	6,744.6	1,573.9
Florida.....	4,027.9	3,283.3	739.6	4,426.7	3,872.2	554.5	10,815.5	8,558.4	2,257.1
Georgia.....	5,937.9	4,674.3	1,263.6	6,249.0	5,282.4	966.6	15,616.3	11,901.9	3,714.3
Hawaii.....	1,203.1	973.6	229.5	1,321.7	1,148.6	173.0	3,227.0	2,503.5	723.5
Idaho.....	1,063.1	944.2	98.9	1,072.9	948.7	124.2	2,527.5	2,253.4	274.1
Illinois (2 districts).....	61,001.8	47,840.0	13,161.8	57,950.2	48,966.0	8,984.3	151,246.7	115,782.2	35,464.5
Indiana.....	10,020.9	8,927.1	1,093.8	11,005.2	9,493.9	1,511.3	25,177.9	22,053.6	3,124.3
Iowa.....	5,009.3	4,510.9	498.4	5,766.3	5,005.5	760.8	12,730.0	11,161.3	1,568.7
Kansas.....	3,192.1	2,430.0	762.1	3,098.5	2,547.4	551.1	8,031.0	5,910.2	2,120.8
Kentucky.....	4,573.3	3,884.3	689.1	4,991.4	4,034.6	956.8	11,387.0	9,368.1	2,018.9
Louisiana.....	4,152.1	3,687.6	464.5	4,788.5	4,104.0	684.6	10,532.5	9,158.0	1,374.5
Maine.....	2,342.0	2,099.2	242.8	2,553.4	2,219.0	334.4	5,785.2	5,104.0	681.2
Maryland (including District of Columbia).....	10,357.1	8,813.3	1,543.8	11,578.2	9,575.6	2,002.5	26,106.0	21,810.7	4,295.3
Massachusetts.....	26,044.4	22,882.8	3,161.6	28,262.2	24,088.3	4,173.9	65,225.8	56,326.6	8,899.2
Michigan.....	36,955.6	33,023.0	3,932.7	34,914.9	29,746.5	5,168.4	85,985.0	75,122.1	10,862.9
Minnesota.....	8,999.5	7,615.7	1,383.8	9,623.4	8,113.2	1,510.2	22,325.4	18,518.5	3,806.9
Mississippi.....	1,356.1	1,253.2	122.9	1,505.2	1,328.8	176.4	3,340.7	2,988.5	352.2
Missouri (2 districts).....	17,224.0	13,141.1	4,082.9	17,167.0	14,414.2	2,752.8	43,794.9	32,910.9	10,884.0
Montana.....	1,147.9	953.2	194.7	1,131.4	999.0	132.4	2,849.8	2,280.0	569.8
Nebraska.....	3,155.2	2,412.2	773.0	3,147.2	2,601.5	545.7	7,990.6	5,899.2	2,101.4
Nevada.....	697.6	586.0	111.5	438.6	346.7	91.9	1,545.9	1,219.3	326.6
New Hampshire.....	1,489.1	1,349.4	139.6	1,763.6	1,549.8	213.8	3,884.0	3,465.5	418.5
New Jersey (2 districts).....	20,841.7	18,508.2	2,333.6	22,698.1	19,524.8	3,173.2	51,122.2	44,508.1	6,614.1
New Mexico.....	591.5	547.4	44.1	642.3	572.1	70.2	1,449.1	1,316.0	133.0
New York (6 districts).....	126,414.3	109,763.0	26,651.3	146,262.6	116,522.6	29,740.0	339,147.7	299,501.7	39,646.0
North Carolina.....	6,599.4	5,856.8	742.6	7,455.8	6,436.5	1,019.3	16,704.7	14,574.4	2,130.3
North Dakota.....	508.9	445.6	63.3	568.1	507.5	60.6	1,353.3	1,119.5	233.8
Ohio (4 districts).....	39,975.0	35,265.0	4,710.0	39,854.6	34,001.4	5,853.3	96,445.2	83,628.4	12,816.7
Oklahoma.....	5,643.6	5,049.0	594.5	5,907.8	5,157.3	750.5	13,708.6	11,990.0	1,718.6
Oregon.....	3,697.6	3,304.2	393.3	4,062.6	3,527.1	535.5	9,162.7	8,025.4	1,137.3
Pennsylvania (3 districts).....	57,629.1	51,119.7	6,509.4	57,794.7	49,336.3	8,458.4	138,879.1	120,863.3	18,015.8
Rhode Island.....	3,871.4	3,338.2	533.2	4,166.4	3,597.7	568.7	9,760.7	8,910.5	850.2
South Carolina.....	2,760.9	2,574.4	186.5	2,932.2	2,540.1	392.2	6,739.8	6,047.8	692.0
South Dakota.....	550.9	542.3	8.6	615.2	557.3	57.9	1,384.4	1,292.5	91.9
Tennessee.....	5,219.6	4,532.8	686.8	5,742.1	4,904.6	837.5	13,065.2	11,227.8	1,837.4
Texas (2 districts).....	13,830.5	12,370.5	1,460.0	15,371.7	12,933.5	2,438.2	34,080.9	29,577.0	4,504.0
Utah.....	1,362.7	1,230.4	132.3	1,456.3	1,275.2	181.1	3,362.0	2,968.5	393.5
Vermont.....	955.3	849.7	105.7	1,025.9	888.3	140.6	2,366.3	2,072.5	293.8
Virginia.....	5,461.6	4,753.9	707.8	6,405.3	5,406.8	998.5	14,016.8	11,915.0	2,101.8
Washington (including Alaska).....	7,354.6	6,015.3	1,339.3	7,280.3	6,309.4	970.9	18,491.5	14,430.3	4,061.3
West Virginia.....	5,107.5	4,583.6	523.9	5,236.5	4,533.7	682.8	12,393.8	10,967.3	1,426.5
Wisconsin.....	11,674.3	10,730.6	1,143.7	12,609.0	10,954.1	1,654.9	29,260.2	25,952.0	3,308.2
Wyoming.....	563.9	474.9	89.1	562.4	497.6	64.8	1,419.8	1,148.4	271.4

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from tax receipts in table 1, which are based on the Daily Statement of the U. S. Treasury. The amounts listed in this table represent collections made in the internal revenue collection districts in the respective States and covered into the U. S. Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

<sup>2</sup> Taxes effective Jan. 1, 1937, based on wages for employment as defined in ch. 9, subch. A, sec. 1426 of the Internal Revenue Code, payable by both employer and employee.

<sup>3</sup> Taxes effective Jan. 1, 1936, based on wages for employment as defined in ch. 9, subch. C, sec. 1607 of the Internal Revenue Code, payable by employers only. The amounts here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of this period employers were not able to claim credit in States in which the unemployment compensation law had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Total cumulative receipts under the act through May amounted to \$1,484 million, of which \$1,236 million or 83.3 percent were title VIII collections and \$248 million or 16.7 percent were title IX receipts.

Federal grants-in-aid under the three public-assistance programs of the Social Security Act, as indicated in table 3, totaled approximately \$235 million through May of the current fiscal year. Over \$32 million of the total appropriation for these programs remains unexpended. Grants for administration of State unemployment compensation laws through May totaled \$53.6 million, leaving unexpended approximately \$5.4 million of the total appropriation.

Federal appropriations for the programs administered by the Children's Bureau for the current fiscal year amounted to \$8 million, \$150,000 less than the amount authorized under title V of the act. The appropriation for maternal and child-health services is \$3.7 million as compared with the maximum authorization of \$3.8 million;

the appropriation for crippled children is \$2.8 million while the act authorizes \$2.85 million. Both the appropriation and authorization for child-welfare services are \$1.5 million. Disbursements for these programs for the 11 months of the current fiscal year totaled approximately \$8.2 million, an amount in excess of the current appropriation for these purposes. Both the programs providing services for crippled children and for child welfare have exhausted this year's appropriation and have drawn upon unexpended balances of the previous fiscal years. The use of unexpended balances in this manner is provided for in the Social Security Act. The current expenditures for maternal and child-health services have not quite exhausted the appropriation for this purpose. Disbursements for public-health work for this period have almost exhausted the \$8 million authorized and appropriated for these services.

Disbursements under the act for purposes other than grants-in-aid for the current fiscal year

Table 3.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1937-38 and 1938-39, as of May 31, 1939 <sup>1</sup>

Item	Fiscal year 1937-38		Fiscal year 1938-39	
	Appropriations <sup>2</sup>	Expenditures to June 30, 1938 <sup>3</sup>	Appropriations <sup>2</sup>	Expenditures to May 31, 1939 <sup>4</sup>
Total.....	\$745,906,000.00	\$678,452,978.00	\$754,700,000.00	\$771,146,753.94
Administrative expenses.....	10,831,000.00	19,958,477.26	22,700,000.00	19,477,852.93
Social Security Board: Salaries, expenses, and wage records.....	10,500,000.00	19,613,584.38	22,300,000.00	19,118,986.93
Department of Labor, Children's Bureau: Salaries and expenses.....	306,000.00	336,379.18	320,000.00	286,711.05
Department of Commerce, Bureau of the Census: Salaries and expenses.....	25,000.00	8,513.70	80,000.00	72,154.97
Grants to States.....	235,075,000.00	271,494,500.74	342,000,000.00	304,608,900.99
Social Security Board.....	219,100,000.00	254,769,184.91	326,000,000.00	288,498,554.76
Old-age assistance.....	<sup>5</sup> 166,500,000.00	182,198,734.35	214,000,000.00	200,021,267.04
Aid to dependent children.....	<sup>6</sup> 24,900,000.00	25,498,282.01	45,000,000.00	29,752,500.69
Aid to the blind.....	<sup>7</sup> 5,200,000.00	5,161,249.06	8,000,000.00	5,132,879.02
Unemployment compensation administration.....	<sup>8</sup> 22,500,000.00	<sup>9</sup> 41,910,919.49	<sup>10</sup> 59,000,000.00	<sup>11</sup> 53,571,908.01
Department of Labor, Children's Bureau.....	7,975,000.00	7,833,235.95	8,000,000.00	8,183,704.30
Maternal and child-health services.....	3,700,000.00	3,775,545.57	3,700,000.00	3,678,783.81
Services for crippled children.....	2,800,000.00	2,691,940.82	2,800,000.00	2,986,330.44
Child-welfare services.....	1,475,000.00	1,365,749.56	1,500,000.00	1,518,390.05
Treasury Department, Public Health Service: Public-health work.....	8,000,000.00	8,892,079.88	8,000,000.00	7,966,641.93
Transfers to old-age reserve account <sup>12</sup> .....	500,000,000.00	387,000,000.00	<sup>13</sup> 390,000,000.00	447,000,000.00

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation, for which \$95,000 was appropriated in 1937-38 and \$104,650 in 1938-39 for administration in the Office of Education, Department of the Interior, and \$1.8 million in each fiscal year for grants to States. For administration and research in the U. S. Public Health Service, appropriations were \$1.6 million in 1937-38 and in 1938-39, in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year.

<sup>3</sup> Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup> After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

<sup>5</sup> Includes additional appropriation of \$3.5 million approved May 25, 1938.

<sup>6</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

<sup>7</sup> Includes additional appropriations of \$9 million approved Mar. 15, 1939, and \$10 million approved May 2, 1939.

<sup>8</sup> See table 4 for detailed statement of this account to May 31, 1939.

<sup>9</sup> Includes additional appropriation of \$30 million made available by 1940 Treasury Department Appropriation Act, approved May 6, 1939.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).



include \$19.5 million for administrative expenses and \$447.0 million transferred to the old-age reserve account. The expenditures for administration amount to 85.8 percent of the amount appropriated, but the transfers to the old-age reserve account have drawn upon the reappropriated unexpended balance of the previous year's appropriation.

#### Old-Age Reserve Account

The status of the old-age reserve account as of May 31, 1939, is shown in table 4. With 1 month of the current fiscal year remaining, the total appropriation balance was \$56.0 million, including the \$30 million made available by the 1940 Treasury Department Appropriation Act and the \$113 million reappropriated balance of the previous fiscal year. Transfers from the appropriation to the account during May amounted to \$50 million, the entire amount of which was invested in 3-percent special Treasury notes. These new investments increased total holdings of the reserve ac-

count to \$1,094.3 million. In addition, an uninvested portion of \$4.5 million as of the end of May was held in cash with the disbursing officer to meet current lump-sum payments. These payments during May reached a new monthly high of \$1.7 million.

#### Unemployment Trust Fund

Total investments in the unemployment trust fund continued above the volume of old-age reserve account holdings, although the size of the latter fund because of its permanent character is likely soon to surpass that of the unemployment trust fund. Net additions to investments of the unemployment trust fund in May aggregated \$108 million, bringing total investments at the end of May to \$1,280 million. These investments are now in the form of special 2½-percent Treasury certificates with a 1-year maturity date. The short maturity was necessitated in part by the possible change in average interest on the public debt outstanding—the rate which determines the

Table 4.—Status of the old-age reserve account, by months, January 1937–May 1939

Month	Appropriation balance on first of month <sup>1</sup>	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Benefit payments	Cash with disbursing officer at end of month
Cumulative through May 31, 1939.....	\$56,014,741.64	\$1,099,000,000	\$17,674,043.86	\$1,094,300,000	\$22,359,302.22	\$17,844,954.61	\$4,514,347.61
1937							
January.....	265,000,000.00	45,000,000		45,000,000		.00	
February.....	220,000,000.00	45,100,000		45,000,000	100,000.00	.00	100,000.00
March.....	174,900,000.00	45,000,000		45,000,000		.00	100,000.00
April.....	129,200,000.00	45,000,000		45,000,000		229.79	99,770.21
May.....	84,900,000.00	45,000,000		45,000,000		7,065.20	92,704.80
June.....	39,900,000.00	39,900,000	\$2,261,810.97	42,100,000		19,674.36	73,030.60
July.....	500,000,000.00	42,000,000	(2)	41,000,000	\$1,061,810.97	46,357.05	-1,088,484.37
August.....	458,000,000.00	41,000,000		41,000,000		108,080.84	980,408.71
September.....	417,000,000.00	41,000,000		41,000,000		99,472.23	880,936.48
October.....	376,000,000.00	41,000,000		41,000,000		169,348.62	711,587.86
November.....	335,000,000.00	41,000,000		41,000,000		263,972.69	447,615.17
December.....	294,000,000.00	43,000,000		41,000,000	2,000,000.00	302,274.87	2,145,330.32
1938							
January.....	251,000,000.00	41,000,000		41,000,000		581,004.99	1,564,330.32
February.....	210,000,000.00	41,000,000		41,000,000		602,215.64	962,114.96
March.....	169,000,000.00	43,000,000		41,000,000	2,000,000.00	736,132.95	2,225,961.71
April.....	126,000,000.00	10,800,000		10,800,000	\$-23.35	841,022.47	1,384,938.62
May.....	115,200,023.35	2,200,000		0	\$2,199,921.36	823,297.05	2,761,560.32
June.....	113,000,101.99	0	15,412,232.89	15,400,000	\$-56.56	830,883.47	1,930,630.39
July.....	473,012,391.44	38,000,000		38,000,000	\$-134.05	779,513.08	1,150,973.07
August.....	435,012,525.49	38,000,000		33,000,000	\$4,999,733.27	826,495.23	5,324,211.11
September.....	397,012,792.22	33,000,000		33,000,000	\$-546.86	853,254.97	4,470,409.28
October.....	364,013,339.08	32,000,000		32,000,000	\$-81.65	1,073,917.60	3,396,410.68
November.....	332,013,420.73	32,000,000		32,000,000	\$-215.23	1,029,045.32	2,373,146.40
December.....	300,013,635.96	32,000,000		32,000,000	\$-218.86	1,077,369.15	1,295,561.47
1939							
January.....	268,013,854.82	37,000,000		32,000,000	\$4,999,752.96	1,121,312.29	5,174,062.14
February.....	231,014,101.86	50,000,000		50,000,000	\$-80.51	1,155,339.71	4,018,581.32
March.....	181,014,182.37	50,000,000		50,000,000	\$-89.58	1,443,529.16	2,574,963.18
April.....	131,014,271.95	55,000,000		50,000,000	\$4,999,796.00	1,382,953.22	6,191,806.96
May.....	76,014,475.95	50,000,000		50,000,000	\$-265.69	1,677,192.66	4,514,347.61

<sup>1</sup> On books of the Bookkeeping and Warrants Division of the Treasury Department. \$265 million was appropriated to old-age reserve account for fiscal year 1936-37, \$500 million for fiscal year 1937-38, and \$360 million plus an additional \$30 million from the 1940 Treasury Department Appropriation Act approved May 6, 1939, for fiscal year 1938-39. Also see footnote 3 for additions to appropriation.

<sup>2</sup> \$61,810.97 of interest earned during first 6 months of 1937 was held as an appropriation balance until July 1937, at which time it was transferred to disbursing officer.

<sup>3</sup> Collections of improper payments made to claimants have been deducted and transferred to appropriation.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

statutory minimum yield on investments of the fund. To date, however, there has been no need to change the interest rate on special unemployment trust fund certificates.

The balance in the trust fund, including both investments and cash held with the disbursing officer, as of the end of May reached \$1,295 million because of the large excess of deposits over withdrawals during the month (approximately \$100 million). Deposits for the 11 months of the current fiscal year totaled \$798.5 million, as compared with withdrawals of \$404.3 million for the same

period. The excess of deposits over withdrawals in the current fiscal year and in the comparable 11-month period of the previous fiscal year was \$394.2 million and \$514.4 million, respectively. Both deposits and withdrawals have increased during 1938-39, but withdrawals have risen more rapidly because of the larger number of States paying benefits.

#### Investments by Funds and Agencies

New investments of the social security funds have in recent months accounted for a large pro-

Table 5.—Status of the unemployment trust fund, by States, fiscal years 1937-38 and 1938-39<sup>1</sup>

State	Balance as of June 30, 1937	Fiscal year 1937-38				Fiscal year 1938-39 to May 31, 1939			
		Contributions deposited	Interest received	Withdrawals <sup>2</sup>	Balance as of June 30, 1938	Contributions deposited	Interest received <sup>2</sup>	Withdrawals	Balance as of May 31, 1939
Total	\$313,602,562	\$748,813,896	\$15,172,022	\$195,720,000	\$881,868,479	\$798,452,322	\$19,077,279	\$404,322,000	\$1,295,076,080
Alabama	4,911,753	6,627,910	184,428	4,250,000	7,474,091	7,894,263	133,168	5,950,000	9,551,523
Alaska		498,958	3,623		502,582	518,887	13,304	170,000	864,772
Arizona	930,785	1,815,356	39,170	1,200,000	1,585,311	2,125,000	33,002	1,510,000	2,233,313
Arkansas		3,575,206	40,550		3,615,757	3,245,903	88,340	1,000,000	5,950,000
California	27,909,344	63,495,000	1,470,081	12,200,000	80,674,426	75,402,629	1,830,295	30,910,000	126,997,350
Colorado	2,309,943	4,035,587	109,493		6,455,024	4,906,930	152,251	1,765,000	9,749,204
Connecticut	8,446,815	12,153,000	308,357	8,250,000	12,658,171	15,630,000	278,706	6,900,000	21,666,967
Delaware		2,801,683	21,717		2,823,400	2,183,631	66,845	425,000	4,648,877
District of Columbia	3,528,048	5,177,940	141,647	825,000	8,022,634	6,222,162	182,269	1,625,000	12,802,066
Florida		6,995,821	57,707		7,053,528	6,090,000	168,827	625,000	12,687,355
Georgia		10,767,193	91,905		10,859,098	7,750,000	253,154	2,000,000	16,862,232
Hawaii		2,148,538	16,078		2,164,616	1,832,776	54,030	90,000	3,961,423
Idaho	904,010	1,596,933	44,153		2,545,097	1,951,358	53,472	2,050,000	2,499,926
Illinois		84,314,014	464,423		84,778,436	66,055,000	2,061,909		152,865,345
Indiana	14,058,453	15,135,804	544,967	2,500,000	27,239,223	19,083,475	440,538	19,800,000	26,963,235
Iowa	2,756,610	7,000,000	163,113		9,919,723	7,900,000	193,739	6,000,000	12,013,462
Kansas		7,122,280	78,795		7,201,076	5,649,488	174,432	1,436,000	11,588,994
Kentucky	2,510,460	10,682,000	219,048		13,411,508	10,941,000	320,088	2,700,000	21,972,596
Louisiana	3,824,169	7,475,000	176,949	1,750,000	9,726,119	8,750,000	211,829	5,375,000	13,312,948
Maine	1,860,890	3,050,000	72,428	2,700,000	2,283,318	3,905,000	42,102	3,600,000	2,630,420
Maryland	3,016,920	9,800,000	181,964	6,300,000	6,698,883	11,550,000	157,883	7,200,000	11,206,766
Massachusetts	18,869,145	39,300,000	888,931	15,000,000	44,058,076	37,600,000	916,720	20,900,000	61,674,797
Michigan	13,131,615	47,986,260	915,648		62,033,523	37,970,227	815,347	54,000,000	46,219,097
Minnesota	4,729,730	11,700,000	231,689	5,500,000	11,161,419	14,050,000	258,869	8,000,000	17,470,289
Mississippi	1,146,582	2,107,597	53,114	650,000	2,657,293	2,293,000	54,006	1,058,000	3,346,299
Missouri		24,094,668	148,029		24,242,698	19,100,000	588,632	2,150,000	41,781,329
Montana		3,050,697	33,037		3,083,734	2,850,000	79,543		6,013,278
Nebraska		4,801,136	37,824		4,838,959	3,983,000	119,069	835,000	8,106,028
Nevada		1,028,946	12,085		1,041,031	924,374	25,336	375,000	1,615,740
New Hampshire	2,300,139	3,054,871	86,463	2,070,000	3,371,473	2,930,764	66,595	1,800,000	4,568,832
New Jersey	16,635,415	27,176,000	722,522		44,533,937	43,498,000	1,105,216	9,000,000	80,137,153
New Mexico	654,159	975,000	28,702		1,657,861	1,500,000	41,516	600,000	2,599,377
New York	56,663,175	90,800,000	2,184,506	50,000,000	99,647,681	121,610,000	2,318,294	72,000,000	151,575,975
North Carolina	5,552,856	8,255,000	206,068	5,575,000	8,438,923	10,875,000	172,010	6,050,000	13,435,984
North Dakota		1,263,116	13,136		1,276,252	970,142	30,677	345,000	1,932,071
Ohio	17,119,822	52,102,364	1,173,459		70,395,645	53,210,931	1,655,338	10,750,000	114,511,914
Oklahoma	3,527,980	6,080,000	156,612		9,764,592	5,680,000	218,458	2,663,000	13,000,050
Oregon	3,351,297	5,184,881	119,390	4,000,000	4,655,568	5,901,806	98,113	4,600,000	6,055,486
Pennsylvania	38,004,191	65,522,000	1,527,736	38,500,000	66,553,927	74,432,000	1,233,628	62,000,000	80,219,555
Rhode Island	4,505,597	7,207,179	155,047	6,800,000	5,067,824	7,636,776	111,238	4,805,000	8,010,836
South Carolina	2,517,696	3,525,000	103,101		6,145,797	4,050,000	133,711	1,650,000	8,679,508
South Dakota	473,368	870,000	23,673		1,367,041	1,140,000	33,791	285,000	2,255,832
Tennessee	3,818,051	6,620,000	158,401	3,500,000	7,096,452	8,430,000	145,321	4,650,000	11,021,773
Texas	10,658,749	18,810,000	462,744	4,200,000	25,731,494	20,809,000	560,855	10,600,000	36,201,348
Utah	1,122,597	2,190,000	48,291	1,725,000	1,635,888	2,625,000	38,163	1,650,000	2,649,052
Vermont	660,645	1,273,729	29,271	575,000	1,388,645	1,353,969	31,550	575,000	2,190,164
Virginia	4,321,153	7,475,000	183,337	2,950,000	9,029,490	9,850,000	192,116	5,000,000	14,071,606
Washington		12,975,603	134,744		13,110,347	9,175,000	308,523	3,365,000	19,228,870
West Virginia	3,612,222	10,078,000	176,815	8,600,000	5,267,038	8,746,000	103,732	5,210,000	8,906,770
Wisconsin	23,258,176	15,406,156	709,282	6,100,000	33,273,614	14,559,833	671,026	6,350,000	42,154,474
Wyoming		1,632,468	17,770		1,650,237	1,410,000	39,610	725,000	2,374,848

<sup>1</sup> Federal contributions from employers have been collectible in all States since Jan. 1, 1936. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, and Rhode Island; employee contributions in Massachusetts have been suspended for July 1, 1938-June 30, 1939.

<sup>2</sup> Represents withdrawals since Jan. 1, 1938, except for Wisconsin, which had withdrawn \$2,250,000 previous to that date.

<sup>3</sup> Interest is credited at end of each quarter of fiscal year.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

portion of the increase in the public debt. About 72 percent or \$158 million of the rise in the public debt during May represents the increase in obligations held by the old-age reserve account and unemployment trust fund. At the end of May these funds held about 6 percent of the total interest-bearing debt outstanding. The addition of these funds to the other investments managed by the Secretary of the Treasury has brought under Government control an appreciable volume of funds. At the end of April, the Government securities held by various Government trust funds

and agencies listed in table 6 represented about 13.5 percent of the total interest-bearing debt outstanding. In addition, these trust funds and agencies held \$323 million of Government-guaranteed securities or 6 percent of the total amount of guaranteed obligations outstanding. Securities held, other than Government obligations or obligations guaranteed as to principal and interest by the United States, amounted to \$924 million. These other securities consist principally of Federal farm-loan bonds and Federal intermediate credit-bank debentures, although some types

**Table 6.—Securities held as investments in trust funds and in accounts of specified governmental corporations and agencies, as of April 1939<sup>1</sup>**

[In thousands]

Fund or agency	Total securities	Government securities		Government-guaranteed securities	Other securities <sup>2</sup>
		Total	Special issues		
<b>Total</b>	<b>\$0, 600, 868</b>	<b>\$5, 354, 083</b>	<b>\$2, 984, 029</b>	<b>\$322, 047</b>	<b>\$924, 808</b>
<b>As of Apr. 26, 1939</b>					
Retirement and social security funds, total	2, 762, 580	2, 760, 727	2, 753, 229	105	1, 740
Unemployment trust fund	1, 172, 000	1, 172, 000	1, 172, 000		
Old-age reserve account	1, 044, 300	1, 044, 300	1, 044, 300		
Civil-service retirement and disability fund	451, 900	451, 900	451, 900		
Railroad retirement account	77, 200	77, 200	77, 200		
D. C. teachers' retirement fund <sup>3</sup>	7, 917	6, 128		95	1, 694
Canal Zone retirement and disability fund <sup>4</sup>	3, 870	3, 870	3, 870		
Foreign service retirement and disability fund <sup>5</sup>	3, 417	3, 417	3, 417		
Comptroller of the Currency employees' retirement fund	1, 243	1, 243			
Alaska Railroad retirement and disability fund	542		542		
Longshoremen's and harbor workers' compensation fund <sup>6</sup>	170	117		10	4
D. C. workmen's compensation <sup>3</sup>	21	10			11
Miscellaneous trust and special funds, total	931, 706	889, 332	36, 800	79	42, 365
U. S. Government life-insurance fund <sup>4</sup>	831, 431	789, 432	16, 300		41, 999
Individual Indian trust funds	42, 428	42, 327		79	2
Alien Property Custodian fund	31, 009	31, 009			
Adjusted service certificate fund	20, 500	20, 500			
German special deposit account	3, 957	3, 957			
General post fund, Veterans' Administration	1, 068	1, 067			1
District of Columbia water fund	736	736			
Library of Congress trust fund <sup>5</sup>	274	1			273
Pershing Hall memorial fund	198	198			
National Institute of Health gift fund	83	83			
National Park trust fund <sup>5</sup>	12	12			
Ainsworth Library fund, Walter Reed General Hospital	10	10			
<b>As of Apr. 30, 1939</b>					
Agencies, funds, and corporations with financial or investment functions, total	2, 906, 582	1, 704, 024	194, 000	322, 763	876, 795
Postal Savings System <sup>4</sup>	1, 140, 169	982, 335	93, 000	166, 834	
Federal Farm Mortgage Corporation	766, 780				766, 780
Federal Deposit Insurance Corporation <sup>5</sup>	353, 594	353, 594	101, 000		
Federal Savings and Loan Insurance Corporation <sup>6</sup>	115, 977	11, 110		104, 867	
Banks for cooperatives	104, 346	70, 751		22, 095	11, 600
Production credit associations	80, 024	6, 724		6, 877	75, 425
Federal intermediate credit banks	74, 400	74, 400			
Federal land banks	71, 105	71, 105			
Federal home-loan banks	52, 589	40, 986		11, 603	
Reconstruction Finance Corporation	48, 020	48, 020			
Production credit corporations	45, 753	16, 391		3, 585	25, 777
Mutual mortgage insurance fund and housing insurance fund <sup>6</sup>	19, 686	19, 686			
Joint-stock land banks <sup>7</sup>	9, 032	2, 110		6, 897	25
Inland Waterways Corporation	3, 487	3, 487			
Panama Canal Zone funds <sup>4</sup>	2, 145	1, 850		5	290
U. S. Housing Authority	1, 350	1, 350			
U. S. Spruce Production Corporation	125	125			

<sup>1</sup> All trust funds may be invested in Government and Government-guaranteed securities, and certain funds may be invested also in additional securities as indicated.

<sup>2</sup> Consists principally of Federal farm-loan bonds and Federal intermediate credit-bank debentures.

<sup>3</sup> No limitations on investments.

<sup>4</sup> May be invested in Federal farm-loan bonds.

<sup>5</sup> As of Apr. 30, 1939.

<sup>6</sup> As of Apr. 26, 1939.

<sup>7</sup> Latest figures available.

Source: U. S. Treasury Department press release, May 31, 1939, and Daily Statement of the U. S. Treasury, Apr. 27-29, 1939.



of trust funds, those administering gifts and bequests, legally acquire private industrial securities.

The largest portion of the Government securities held by these trust funds and agencies are

special series of Government issues not traded in on the open market. Eleven such series in all were outstanding at the end of April, amounting to \$3 billion; seven of these were issued to retire-

Table 7.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal years 1937-38 and 1938-39<sup>1</sup>

[In thousands]

State	Fiscal year 1937-38, total grants	Fiscal year 1938-39 to May 31, 1939								Treasury Department
		Total grants	Social Security Board				Department of Labor			
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment compensation administration 1	Maternal and child-health services 2	Services for crippled children 3	Child-welfare services 4	Public health work 5
Total, all participating States.	\$274,956.9	\$301,178.7	\$196,866.3	\$29,509.3	\$5,040.9	\$53,576.1	\$3,713.9	\$2,965.8	\$1,521.2	\$7,985.1
Alabama.....	2,599.9	2,258.1	799.9	345.9	23.6	627.7	106.7	77.0	43.2	234.0
Alaska.....	252.8	256.9	183.2	(9)	(9)	35.2	39.3	6.4	6.8	35.9
Arizona.....	1,417.3	1,855.5	1,083.9	299.2	42.5	258.6	58.2	37.2	21.1	54.9
Arkansas.....	1,804.9	1,529.7	675.7	139.7	23.2	313.5	74.2	98.0	33.5	171.9
California.....	25,545.7	27,410.5	20,902.9	1,526.0	1,056.8	3,439.0	97.4	54.9	28.3	305.2
Colorado.....	6,494.2	6,538.9	5,355.2	507.7	39.3	354.7	58.4	59.4	19.8	84.4
Connecticut.....	3,845.4	3,678.0	2,279.3	(9)	17.2	1,202.7	52.1	18.0	14.9	93.9
Delaware.....	496.3	459.7	183.1	60.3	(9)	195.8	30.8	5.0	14.8	30.0
District of Columbia.....	1,188.6	1,226.8	446.3	153.3	33.0	421.3	54.0	44.4	15.8	58.7
Florida.....	2,018.4	3,811.5	2,802.5	108.4	171.2	434.9	76.3	58.2	22.7	137.2
Georgia.....	2,340.6	3,258.5	1,598.5	386.6	75.1	662.1	120.3	93.7	55.7	266.4
Hawaii.....	498.8	522.3	133.8	134.1	1.1	125.5	34.8	23.3	11.5	58.1
Idaho.....	1,687.3	1,889.8	1,178.7	302.6	38.9	222.3	44.7	23.5	11.6	67.5
Illinois.....	14,977.1	15,538.7	13,598.7	(9)	(9)	1,218.6	123.3	192.8	42.9	362.4
Indiana.....	8,072.2	9,283.9	5,364.6	1,635.8	272.2	1,637.5	78.2	70.3	37.3	188.1
Iowa.....	6,697.0	6,741.6	5,679.0	(9)	150.3	586.1	51.8	57.6	49.1	167.8
Kansas.....	2,192.8	4,001.7	2,674.4	552.7	115.8	387.9	79.4	56.2	27.1	108.2
Kentucky.....	2,844.2	2,974.9	1,974.5	(9)	(9)	553.9	103.1	81.1	47.0	215.3
Louisiana.....	3,289.2	3,979.4	1,886.6	979.2	60.4	731.2	98.5	35.0	35.5	153.0
Maine.....	1,452.7	2,506.3	1,533.8	196.0	178.1	425.3	51.1	36.9	20.9	64.1
Maryland.....	3,943.2	3,944.8	1,751.9	979.8	75.1	863.3	62.2	62.1	26.8	123.5
Massachusetts.....	15,083.4	17,774.3	12,694.1	1,440.5	152.7	3,085.6	78.9	83.1	7.7	231.8
Michigan.....	10,128.7	13,376.1	8,189.7	1,550.0	75.4	3,098.8	84.6	100.0	30.6	247.0
Minnesota.....	10,578.8	10,273.0	7,067.6	788.1	109.9	1,358.6	68.8	73.6	33.2	178.1
Mississippi.....	1,060.1	1,473.8	793.5	—	15.0	323.6	93.7	34.7	31.9	181.6
Missouri.....	7,090.6	10,012.1	7,617.4	757.4	(9)	1,200.0	116.6	62.4	38.7	219.6
Montana.....	1,840.6	2,050.2	1,526.8	248.9	4.9	107.0	43.3	45.3	20.8	53.1
Nebraska.....	2,877.2	3,534.0	2,527.7	486.2	68.3	301.0	25.5	51.2	28.6	45.5
Nevada.....	438.2	552.3	335.6	(9)	(9)	141.0	34.9	1.0	11.1	28.7
New Hampshire.....	1,100.8	1,067.5	569.9	52.4	37.8	304.8	36.9	11.2	7.4	47.1
New Jersey.....	4,685.2	6,663.4	3,165.9	1,228.1	84.3	1,805.0	75.5	79.7	25.4	199.5
New Mexico.....	729.1	782.5	276.0	136.8	17.7	172.9	72.4	24.2	11.1	71.4
New York.....	26,117.0	28,626.9	14,828.3	4,047.0	320.1	8,557.6	181.0	117.7	57.1	518.0
North Carolina.....	3,295.4	4,200.7	1,854.1	546.7	174.8	1,049.6	111.7	96.5	61.2	306.0
North Dakota.....	1,088.4	1,236.7	811.6	174.0	8.6	135.1	39.8	28.5	20.0	19.1
Ohio.....	18,575.8	18,135.5	13,588.4	1,374.9	438.4	2,116.9	100.9	121.5	60.4	334.1
Oklahoma.....	5,788.9	8,683.5	6,681.7	854.5	201.5	553.8	91.0	77.5	59.9	163.7
Oregon.....	3,201.8	3,466.9	2,373.1	227.0	66.4	608.9	56.4	24.4	22.5	88.2
Pennsylvania.....	24,139.6	20,455.7	10,271.8	3,166.5	(9)	6,190.2	133.0	163.3	70.5	460.5
Rhode Island.....	1,633.6	1,667.5	731.0	160.9	(9)	657.5	30.3	16.4	12.4	58.9
South Carolina.....	1,729.8	2,284.6	1,122.7	285.7	48.8	444.2	97.6	56.8	32.8	196.0
South Dakota.....	1,541.4	2,384.1	2,085.0	(9)	23.6	116.9	44.7	23.5	21.7	68.7
Tennessee.....	3,080.9	3,767.7	1,689.8	739.1	124.1	804.9	79.8	46.0	47.2	236.8
Texas.....	12,841.6	10,756.6	8,237.1	(9)	(9)	1,805.9	170.0	122.2	69.3	352.1
Utah.....	2,570.6	2,554.7	1,762.8	328.6	31.0	273.2	54.5	30.0	14.6	60.0
Vermont.....	874.2	811.8	454.9	35.2	15.5	189.9	39.0	18.4	15.5	43.4
Virginia.....	1,179.6	1,860.8	554.8	94.1	53.6	752.7	94.1	72.0	40.2	199.4
Washington.....	6,573.2	6,826.9	5,121.2	694.8	181.0	618.0	50.6	54.5	20.1	86.8
West Virginia.....	3,594.3	3,311.6	1,463.1	557.1	73.5	959.9	37.0	53.7	28.1	139.3
Wisconsin.....	7,296.2	8,187.1	5,446.8	1,153.8	256.8	996.6	64.8	77.3	34.5	156.4
Wyoming.....	662.2	667.6	387.2	74.0	23.4	149.1	11.8	8.2	(9)	13.9

<sup>1</sup> Excludes Federal funds for vocational rehabilitation under title V, pt. 4, which are not segregated from other Federal funds provided for similar purposes. For any given period, amounts in this table may differ from those in tables 8 and 9 since amounts certified by the Board are attributed to quarter for which they were provided. The Board may certify amounts to be granted for current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within period for which funds are certified.

<sup>2</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program; as of May 31, 1939 such grants had been made to 50 jurisdictions in which benefits were payable or were soon to become payable.

<sup>3</sup> Administered by the U. S. Children's Bureau.

<sup>4</sup> Administered by the U. S. Public Health Service.

<sup>5</sup> No plan approved by the Social Security Board.

<sup>6</sup> Refund of unexpended grant for fiscal year 1937-38. No plan approved by the Social Security Board for fiscal year 1938-39, as of May 31, 1939.

<sup>7</sup> No plan approved by the Chief of the U. S. Children's Bureau.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

ment and social security trust funds invested exclusively in special issues.

The issuance of special obligations to the various trust funds is a relatively recent practice and results in many cases from the necessity to earn higher yields than obtainable by acquisition of regular Government series. Both funds restricted by statute to investments at a specified minimum

interest rate and those not so restricted have been invested in special obligations. The first major series of special obligations of the type now issued was issued in 1925, when \$100 million of special certificates and Treasury notes were issued to the adjusted service certificate fund. "Inasmuch as the Government securities outstanding on January 1, 1925, did not meet the exact requirements of

**Table 8.—Federal grants to States for public assistance: Advances certified<sup>1</sup> by the Social Security Board to the Secretary of the Treasury for the first and second, third, and fourth quarters of the fiscal year 1938-39, as of June 30, 1939<sup>2</sup>**

[In thousands]

State	Advances certified for first and second quarters of fiscal year 1938-39			Advances certified for third quarter of fiscal year 1938-39			Advances certified for fourth quarter of fiscal year 1938-39		
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind
Total.....	\$99,892.4	\$14,706.8	\$2,482.5	\$53,339.9	\$7,570.7	\$1,344.3	\$54,818.3	\$8,219.5	\$1,408.9
Alabama.....	591.4	196.4	14.9	230.4	115.3	6.6	103.9	52.4	2.1
Alaska.....	78.0	( <sup>3</sup> )	( <sup>3</sup> )	37.5	( <sup>3</sup> )	( <sup>3</sup> )	47.7	( <sup>3</sup> )	( <sup>3</sup> )
Arizona.....	516.2	130.2	21.1	277.7	82.2	9.6	290.0	86.7	11.7
Arkansas.....	313.9	61.5	9.8	159.1	31.7	5.0	202.8	46.5	8.4
California.....	10,872.1	831.0	544.2	5,714.7	422.5	288.5	5,895.2	380.3	307.9
Colorado.....	2,695.1	256.8	53.0	1,503.9	138.1	26.5	1,737.6	168.1	20.1
Connecticut.....	1,224.4	( <sup>3</sup> )	7.0	635.8	( <sup>3</sup> )	4.7	642.8	( <sup>3</sup> )	5.4
Delaware.....	81.4	32.8	( <sup>3</sup> )	43.5	16.5	( <sup>3</sup> )	43.9	15.4	( <sup>3</sup> )
District of Columbia.....	241.6	100.8	16.3	116.9	32.5	9.3	128.2	36.6	9.4
Florida.....	1,321.0	75.1	67.5	868.3	25.4	50.3	784.4	68.9	53.4
Georgia.....	979.1	238.9	41.6	345.7	80.1	19.2	350.4	87.2	19.5
Hawaii.....	74.7	76.7	0	24.6	23.8	0	34.4	33.6	1.1
Idaho.....	571.7	137.4	19.4	302.9	82.1	9.1	304.2	83.0	10.5
Illinois.....	7,219.3	( <sup>3</sup> )	( <sup>3</sup> )	3,669.7	( <sup>3</sup> )	( <sup>3</sup> )	3,879.6	( <sup>3</sup> )	( <sup>3</sup> )
Indiana.....	2,716.5	869.3	134.2	1,489.5	440.5	74.4	1,571.0	440.3	78.4
Iowa.....	3,058.4	( <sup>3</sup> )	79.9	1,606.5	( <sup>3</sup> )	43.1	1,584.0	( <sup>3</sup> )	44.0
Kansas.....	1,312.4	261.1	49.0	672.0	128.0	32.5	693.0	163.7	34.3
Kentucky.....	1,170.6	( <sup>3</sup> )	( <sup>3</sup> )	576.4	( <sup>3</sup> )	( <sup>3</sup> )	604.6	( <sup>3</sup> )	( <sup>3</sup> )
Louisiana.....	898.4	484.8	27.4	508.7	252.1	17.3	479.5	242.3	15.7
Maine.....	768.6	98.5	91.7	378.9	48.5	41.8	386.4	49.0	44.7
Maryland.....	949.3	527.7	37.4	482.9	260.9	20.7	476.7	281.7	21.4
Massachusetts.....	6,058.5	678.7	72.6	3,253.7	371.4	39.4	3,396.2	390.4	40.6
Michigan.....	4,077.9	620.6	34.9	1,905.1	444.7	18.8	2,211.4	484.6	21.7
Minnesota.....	4,039.2	376.5	52.9	2,109.3	197.1	28.8	2,149.2	239.5	29.9
Mississippi.....	436.2	( <sup>3</sup> )	2.5	149.3	( <sup>3</sup> )	6.2	208.1	( <sup>3</sup> )	6.3
Missouri.....	3,575.8	390.1	( <sup>3</sup> )	1,978.6	141.1	( <sup>3</sup> )	2,332.9	226.1	( <sup>3</sup> )
Montana.....	802.3	133.1	0	400.8	63.2	.9	325.5	82.6	4.0
Nebraska.....	1,312.4	244.8	33.4	739.6	147.7	21.1	700.7	136.4	20.4
Nevada.....	160.1	( <sup>3</sup> )	( <sup>3</sup> )	93.1	( <sup>3</sup> )	( <sup>3</sup> )	95.4	( <sup>3</sup> )	( <sup>3</sup> )
New Hampshire.....	280.4	25.5	17.0	138.9	13.7	9.7	155.6	13.2	11.1
New Jersey.....	1,466.8	694.4	42.0	842.5	334.0	20.3	903.6	199.6	22.9
New Mexico.....	137.3	68.5	8.7	65.8	31.0	4.2	72.8	37.2	4.7
New York.....	7,280.8	2,072.2	135.3	3,829.1	891.8	90.1	3,776.9	1,083.0	94.9
North Carolina.....	928.7	282.9	81.4	457.1	127.3	47.6	468.2	139.6	45.9
North Dakota.....	433.1	64.9	1.7	219.7	64.4	3.1	243.8	72.6	3.8
Ohio.....	7,135.9	734.6	233.3	4,038.9	361.7	115.9	4,217.2	365.9	122.0
Oklahoma.....	1,841.0	262.1	73.0	1,761.1	186.6	52.0	1,824.6	208.6	46.3
Oregon.....	1,229.1	114.0	37.3	630.7	54.0	15.2	675.8	62.6	18.2
Pennsylvania.....	5,645.9	1,433.7	( <sup>3</sup> )	3,172.4	867.7	( <sup>3</sup> )	2,561.8	1,177.4	( <sup>3</sup> )
Rhode Island.....	363.7	80.4	( <sup>3</sup> )	188.5	41.0	( <sup>3</sup> )	186.2	39.6	( <sup>3</sup> )
South Carolina.....	692.4	174.2	29.3	139.4	40.9	5.0	290.8	70.6	14.5
South Dakota.....	1,074.0	( <sup>3</sup> )	10.7	525.4	( <sup>3</sup> )	7.5	489.3	( <sup>3</sup> )	5.4
Tennessee.....	1,039.0	412.0	67.1	448.6	190.8	38.0	439.6	194.0	33.1
Texas.....	4,837.0	( <sup>3</sup> )	( <sup>3</sup> )	2,470.6	( <sup>3</sup> )	( <sup>3</sup> )	2,609.2	( <sup>3</sup> )	( <sup>3</sup> )
Utah.....	935.7	163.1	17.4	401.4	82.1	7.3	425.7	83.4	6.1
Vermont.....	238.3	16.6	7.4	130.9	14.2	3.5	137.7	15.5	4.7
Virginia.....	204.2	31.1	29.8	212.6	32.3	11.9	138.0	30.6	11.9
Washington.....	2,451.0	314.9	91.8	1,310.9	190.3	43.4	1,363.6	189.6	45.7
West Virginia.....	804.5	295.5	40.3	382.6	155.5	18.7	303.5	140.6	20.1
Wisconsin.....	2,564.2	607.8	135.0	1,598.0	320.5	71.3	1,663.9	307.7	71.1
Wyoming.....	193.8	35.6	13.3	100.0	19.5	5.8	120.8	22.9	6.1

<sup>1</sup> This table is not comparable to tables showing amount of obligations incurred for payments to recipients, which include payments from Federal, State, and local funds but exclude administrative expense.

<sup>2</sup> For data for fiscal year 1937-38, see *Social Security Bulletin*, Vol. 1, No. 12 (December 1938), p. 75.

<sup>3</sup> No plan approved by the Social Security Board for period covered in this column.

<sup>4</sup> Advance certified for second quarter; no plan approved for first quarter.

<sup>5</sup> Advance certified for second quarter; no advance certified for first quarter.

Source: Social Security Board, Bureau of Accounts and Audits.

the [adjusted service certificate] fund and would probably be unsatisfactory for sale when the adjusted service certificates mature some 20 years later, the only feasible way of handling the investment was to sell securities direct to the fund."<sup>1</sup>

<sup>1</sup> Annual Report of the Secretary of the Treasury, 1925, p. 34.

At the time of the passage of the Social Security Act, special obligations had been used extensively enough so that the public debt statutes were amended to permit the issuance of special obligations to both the old-age reserve account and the unemployment trust fund. The interest rate paid

Table 9.—Federal grants to States for administration of unemployment compensation laws and State employment services: <sup>1</sup> Advances certified <sup>2</sup> by the Social Security Board to the Secretary of the Treasury for the first and second, third, and fourth quarters of the fiscal year 1938-39, as of June 30, 1939 <sup>3</sup>

[In thousands]

State	Administration of unemployment compensation and employment services			Unemployment compensation administration			Employment service administration		
	First and second quarters	Third quarter	Fourth quarter	First and second quarters	Third quarter	Fourth quarter	First and second quarters	Third quarter	Fourth quarter
Total.....	\$30,589.2	\$15,699.8	\$12,468.8	\$20,289.8	\$10,449.1	\$7,800.6	\$10,299.4	\$5,250.7	\$4,668.7
Alabama.....	370.4	168.1	128.5	255.7	100.5	65.5	114.7	67.6	63.0
Alaska.....	19.8	9.8	9.9	14.1	7.8	8.2	5.7	2.0	1.7
Arizona.....	156.4	60.0	65.4	106.7	34.8	40.9	49.7	25.2	24.6
Arkansas.....	205.9	68.9	73.5	129.2	55.0	48.2	76.7	13.9	25.3
California.....	1,730.7	1,064.4	1,080.8	1,570.8	897.2	870.3	159.9	167.2	160.5
Colorado.....	184.8	123.4	85.0	113.8	78.1	55.3	71.0	45.3	29.8
Connecticut.....	730.0	292.7	328.9	589.4	211.5	241.1	140.6	81.2	87.8
Delaware.....	119.2	46.2	49.5	76.1	39.4	38.3	43.1	6.8	11.3
District of Columbia.....	221.4	118.2	123.3	140.3	72.6	77.3	81.1	45.6	46.0
Florida.....	232.6	172.9	87.2	153.8	102.3	78.8	78.8	70.6	11.4
Georgia.....	345.0	210.8	155.7	156.0	115.5	92.9	189.0	95.3	62.8
Hawaii.....	73.4	38.9	23.9	67.9	35.7	23.1	5.5	3.2	.8
Idaho.....	140.0	44.5	62.6	104.8	26.0	43.1	35.2	18.5	19.5
Illinois.....	437.2	326.4	588.8	437.2	223.8	289.0	.....	102.6	299.8
Indiana.....	899.4	465.4	430.6	636.9	325.1	306.5	262.5	140.3	124.1
Iowa.....	354.2	137.2	164.6	246.7	74.7	103.3	107.5	62.5	61.3
Kansas.....	253.5	117.6	62.0	158.6	104.4	56.5	94.9	13.2	5.5
Kentucky.....	268.7	230.5	139.8	191.3	194.7	106.6	77.4	35.8	33.2
Louisiana.....	431.8	192.9	169.5	284.3	125.4	110.7	147.5	67.5	58.8
Maine.....	251.2	107.9	115.9	187.9	77.3	87.9	63.3	30.6	28.1
Maryland.....	481.6	240.2	223.8	330.9	170.8	161.0	130.7	69.4	62.8
Massachusetts.....	1,729.3	890.8	753.9	1,306.4	635.2	540.8	422.9	255.6	213.1
Michigan.....	1,961.8	877.2	574.0	1,290.1	535.4	260.2	701.7	341.8	313.8
Minnesota.....	780.9	360.1	319.0	544.8	250.4	211.1	236.1	109.7	107.9
Mississippi.....	172.3	94.2	86.7	120.4	59.1	59.0	51.9	35.1	27.7
Missouri.....	559.6	488.5	293.0	337.4	292.8	137.9	222.2	195.7	125.1
Montana.....	56.4	29.7	37.3	56.4	29.7	32.8	.....	4.5	4.5
Nebraska.....	157.5	103.1	74.0	83.2	65.2	45.5	74.3	37.9	28.5
Nevada.....	81.7	47.0	26.2	48.2	31.3	15.4	33.5	15.7	10.8
New Hampshire.....	188.9	80.7	73.0	133.8	55.5	47.7	55.1	25.2	25.3
New Jersey.....	1,111.7	654.3	253.7	701.3	493.2	253.7	410.4	161.1	.0
New Mexico.....	104.4	48.8	41.1	56.7	27.8	29.0	47.7	21.0	12.1
New York.....	5,116.4	2,434.8	1,693.2	2,858.6	1,401.4	699.2	2,257.8	1,033.4	994.0
North Carolina.....	602.7	288.4	258.4	470.8	209.1	179.5	131.9	79.3	78.9
North Dakota.....	84.7	39.8	29.3	42.3	18.3	16.5	42.4	21.5	12.8
Ohio.....	983.3	860.4	509.3	792.9	719.9	382.6	190.4	140.5	126.7
Oklahoma.....	373.7	125.7	115.3	203.6	86.6	72.4	170.1	39.1	42.9
Oregon.....	363.7	166.4	124.4	282.4	121.2	85.8	81.3	45.2	38.6
Pennsylvania.....	3,799.6	1,673.9	1,199.9	2,135.7	910.6	607.3	1,063.9	763.3	592.6
Rhode Island.....	379.2	166.0	170.6	322.7	148.8	152.5	56.5	18.1	18.1
South Carolina.....	248.3	118.3	109.7	180.4	84.8	75.1	67.9	33.5	35.1
South Dakota.....	63.2	39.5	28.0	47.3	24.9	23.7	15.9	14.6	4.3
Tennessee.....	465.7	213.2	197.1	272.5	121.0	110.3	193.2	92.2	86.8
Texas.....	946.5	538.3	494.9	483.7	263.7	225.7	462.8	274.6	269.2
Utah.....	160.7	58.8	82.3	116.6	40.0	61.6	44.1	18.8	20.7
Vermont.....	113.8	45.4	51.4	80.8	30.1	35.7	33.0	15.3	15.7
Virginia.....	435.1	204.1	206.7	316.1	145.7	152.2	119.0	58.4	54.5
Washington.....	345.6	226.8	115.5	169.0	87.8	87.8	176.6	66.6	27.7
West Virginia.....	627.4	254.9	208.6	471.8	191.7	145.2	155.6	63.2	63.4
Wisconsin.....	591.7	288.5	209.2	374.0	188.3	122.0	217.7	100.2	87.2
Wyoming.....	76.2	44.4	43.9	47.5	34.6	30.9	28.7	9.8	13.0

<sup>1</sup> Excludes grants by U. S. Employment Service under Wagner-Peyser Act and State and local appropriations to employment service.

<sup>2</sup> Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation which is not necessarily the period in which certification is made. All grants authorized for fiscal year 1938-39 as of June 30 have been certified except for South Carolina where a grant of \$485 for fourth quarter was authorized by the Board on June 30. This amount is included in State and U. S. totals.

<sup>3</sup> For data for fiscal year 1937-38, see *Social Security Bulletin*, Vol. 2, No. 1 (January 1939), p. 71.

<sup>4</sup> Some grants cover both third and fourth quarters.

Source: Social Security Board, Bureau of Accounts and Audits.



on the special obligations issued to these funds is currently higher than the yield which would be obtained through purchases of Government securities on the market.

The interest rate on special obligations issued to the retirement and social security funds varies from 2½ percent to 4 percent, the lowest rate being paid on certificates issued to the unemployment trust fund. The 2½-percent rate was determined by the statutory requirement that special obligations issued to the unemployment trust fund shall bear interest at a rate equal to the average rate of interest, computed as of the end of the calendar month next preceding the date of such issue, borne by all interest-bearing obligations of the United States then forming a part of the public debt; except that where such average rate is not a multiple of one-eighth of 1 percent, the act further provides that the rate of interest of such special obligations shall be the multiple of one-eighth of 1 percent next lower than such average rate. The average interest rate on the public debt at the end of both April and May was 2.604, or less than a multiple of one-eighth above 2.5. The provisions for interest on the old-age reserve account and railroad retirement account are alike in requiring that special obligations issued to the fund shall bear 3-percent interest. The 4-percent rate paid on special obligations issued to the civil service, the Foreign Service, the Canal Zone, and the Alaska Railroad retirement and disability funds was not based on specific statutory provisions covering interest on investments of these funds but was determined administratively on the basis of the 4-percent interest rate payable on contributions returned to contributors upon separation from the services covered by these acts.

Regular obligations of the United States Government represent the largest proportion of total investments held by those retirement and social security trust funds not invested in special obligations, that is, the District of Columbia teachers' retirement fund, the Comptroller of the Currency employees' retirement fund, the longshoremen's and harbor workers' compensation fund, and the District of Columbia workmen's compensation fund. There is no statutory provision for any minimum interest yield on investments of these funds. As a rule they are invested in obligations which bear the highest yield to call date prevailing on the market at the time of investment. The

maximum yield to call obtainable on any negotiable governmental security in the past 3 months of March through May was 2.52, which was the yield on Treasury bonds of 2½ percent, December 15, 1960-65 in the first week of March. No issues were selling on the market in April or May at a price which would yield 2.5 percent to the investors.

### **Recent Rulings**

Recent rulings of the Bureau of Internal Revenue in connection with titles VIII and IX include the following decisions. One ruling concerns services performed by instructors who conduct vocational education classes, pursuant to the provisions of the Ohio State plan for vocational education, in an establishment which makes donations towards the instructors' remuneration. It was held that since the instructors are engaged by and are responsible to the local board of education, their wages are excepted from taxes under the act. However, wages paid by the company to the instructors, in addition to their regular remuneration, for part-time services performed in instructing employees not enrolled in the training classes constitute wages for the purpose of the act.<sup>2</sup>

Another ruling relates to services performed by physicians engaged by a clinic. The bureau held that, in this case, an employer-employee relationship existed, and therefore the physicians were employees of the clinic and not independent contractors for the purposes of the act.<sup>3</sup>

In another case it was held that the services performed by employees of a company on farms owned or tenanted by that company, in connection with the raising, harvesting, packing, and transportation of water cress, constitute "agricultural labor."<sup>4</sup>

Another decision concerns the computation of wages under title VIII of the Social Security Act in the case of a salesman whose expenses exceed his commissions during the last quarter of a calendar year or during a quarter in which he attains age 65. It was ruled that each calendar year is to be treated as a unit, and therefore if in the last quarter of a calendar year deductible expenses exceed the amount of remuneration, the wages for the entire year may be recomputed, and adjustments may be made in case of over-

<sup>2</sup> Internal Revenue Bulletin, 1939-18, S. S. T. 362.

<sup>3</sup> Internal Revenue Bulletin, 1939-19, S. S. T. 363.

<sup>4</sup> Internal Revenue Bulletin, 1939-20, S. S. T. 364.

payment of taxes. This applies in a similar way in the case of a salesman whose expenses exceed his commissions during the quarter within which he attains age 65.<sup>5</sup>

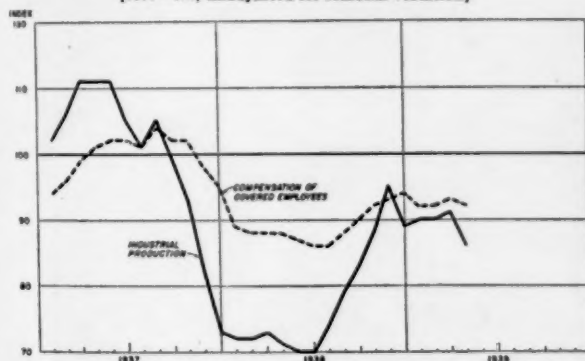
In a case concerning services performed by lighter captains, scow captains, bargemen, and other individuals on board non-self-propelled lighters and barges owned and operated by a certain company, it was ruled that because of the nature of the services performed, these individuals are not officers or members of the crew. Therefore, they are not excepted from taxes on employment under the act.<sup>6</sup>

### General Economic Conditions

The relationship between financial data on social security and fluctuations in general economic activities is frequently not self-evident because of differences in timing. However, examination of current economic indexes, taking into account various time lags, may indicate significant interrelations. The Federal Reserve Board index of industrial production is based primarily on industries covered by the Social Security Act, and by giving a reliable picture of activity in those industries may be indicative of

**Chart I.—Index of compensation of covered employees<sup>1</sup> and index of industrial production,<sup>2</sup> January 1937–April 1939**

[1937=100; unadjusted for seasonal variation]



Compiled from unpublished data made available by National Income Section of the U. S. Department of Commerce to Old-Age Benefits Research Division.

<sup>1</sup> Prepared by Federal Reserve Board. Original base of 1923–25 shifted to 1937 in this chart.

future tax collections and disbursements under the insurance titles of the act. The index adjusted for seasonal variation halted its 4-month decline,

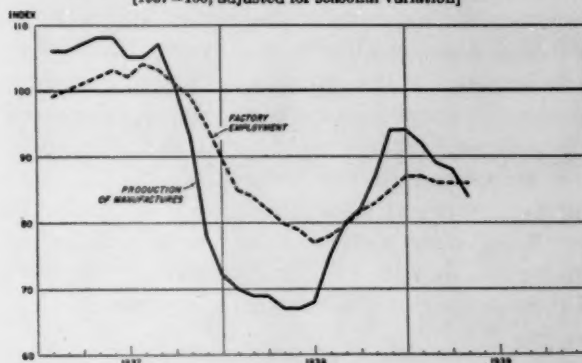
<sup>5</sup> Internal Revenue Bulletin, 1939–21, S. S. T. 365.

<sup>6</sup> Internal Revenue Bulletin, 1939–22, S. S. T. 366.

remaining at 92 during May. A decrease in the manufacture of durable goods was balanced by a rise in nondurable-goods manufacture. Mining, low at the beginning of May, recovered rapidly after the settlement of the bituminous coal controversy.

**Chart II.—Index of factory employment<sup>1</sup> and index of industrial production of manufactures,<sup>2</sup> January 1937–April 1939**

[1937=100; adjusted for seasonal variation]



<sup>1</sup> Prepared by U. S. Bureau of Labor Statistics and adjusted for seasonal variation by Federal Reserve Board. Original base of 1923–25 shifted to 1937 in this chart.

<sup>2</sup> Prepared by Federal Reserve Board. Original base of 1923–25 shifted to 1937 in this chart.

Chart I shows the relation between the Federal Reserve Board index, unadjusted for seasonal variation, and an index of the compensation of covered employees for the period 1937 to date. Both indexes have been calculated with the monthly average for 1937 equal to 100. The chart shows that changes in the direction of the index of industrial production during the period tend to be followed a month later by similar changes in compensation of covered employees. This lag is shown in the downturn initiated in May 1937, the leveling-out in January 1938, the upturn in July 1938, and the downturn later in November. The period for which adequate information on covered employment is available is too short to make predictions with any certainty, but it is probable that a reversal in the trend of the monthly index of industrial production may be felt in the succeeding month by a similar reversal in the compensation of covered employees.

A similar analysis can be applied to an industrial group in covered employment. Chart II shows the Federal Reserve Board index of manufacturing production and the Bureau of Labor Statistics index of factory employment adjusted by the

Federal Reserve Board. Both indexes are adjusted for seasonal variation and are based on the monthly average for 1937 as 100. It is evident that the fluctuations in employment, like the fluctuations in pay rolls in the previous example, are smaller than variations in production. Again production tends to be followed a month later by employment. In particular, this 1-month lag in employment appears in May of 1938 and again in December of the same year.

Although industrial production showed no increase, nonagricultural employment as a whole rose in May. The Bureau of Labor Statistics unadjusted index of factory employment decreased 1.2 percent. The unadjusted index of factory pay rolls declined 0.6 percent in May. These indexes represent a smaller group of industries than the Federal Reserve Board index of industrial production, but they do represent a large segment of the pay rolls on which social security collections are based.

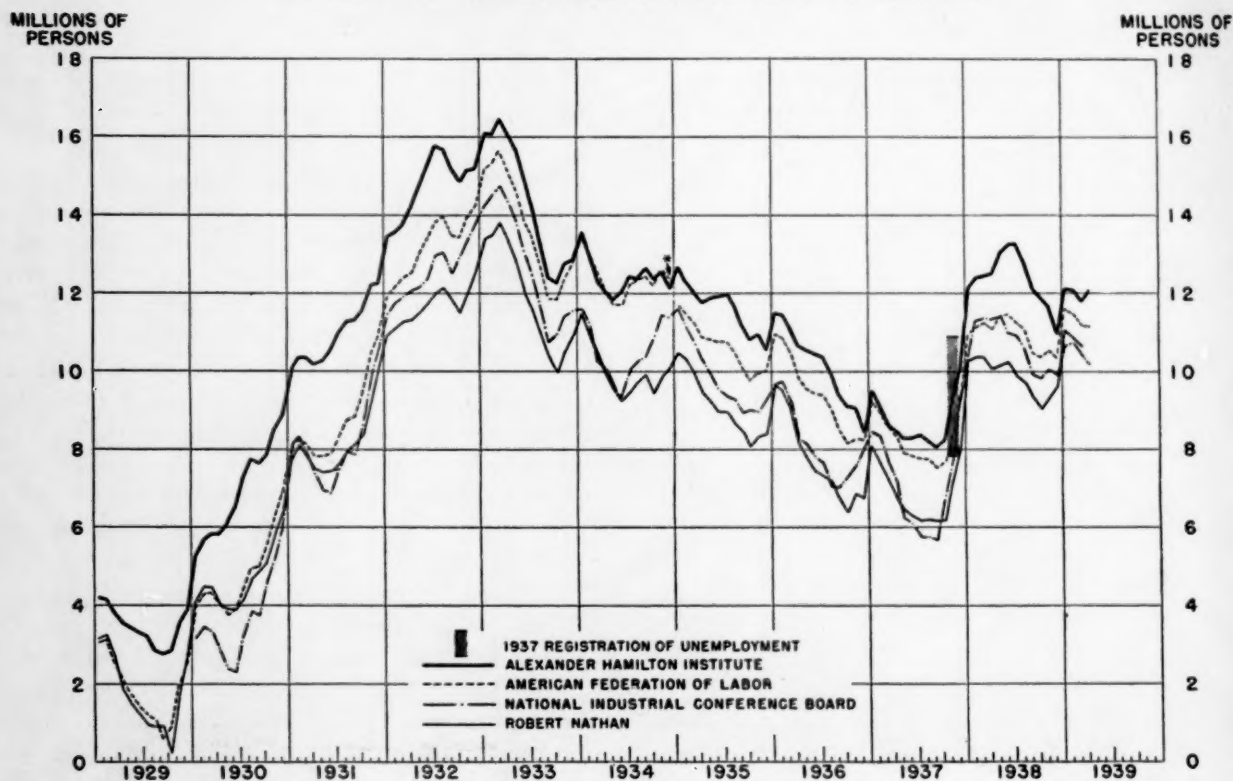
Other indexes of employment and pay rolls for covered industries, unadjusted for seasonal varia-

tion, are compiled by the Bureau of Labor Statistics. There was little change in retail trade; employment increased 0.2 percent during May, and average weekly pay rolls increased 0.7 percent. Both employment and pay rolls in wholesale trade changed slightly. Mine employment increased during the month, with a greater change in coal than metal mining. Most of the service industries reported slight gains. Increases were registered by all the utilities—telephone and telegraph, power and light, and electric railroads.

Agriculture, although not covered by titles VIII and IX of the Social Security Act, also influences social security financial operations. The Department of Agriculture's index of prices received by farmers rose slightly. The combined index of agricultural marketings, compiled by the Department of Commerce, showed a seasonal rise in May, resulting primarily from increased sales of animal products.

While the base for contributory systems of social insurance is not completely measurable, the Department of Commerce index of income pay-

Chart III.—Estimates of unemployment, January 1929–April 1939





ments, a series closely related to earnings, is indicative of the income structure on which social security is based. In fact, every tax collection and every payment under social security has a twofold relationship to income payments. On the one hand, the social security tax collections are based on income receipts, and, on the other hand, grants and payments affect the flow of purchasing power. The unadjusted index of income payments shows a more than seasonal decline from 83.0 in April to 79.1 in May; the adjusted index declined fractionally from 82.6 to 82.2. Moreover, social security collections and disbursements in each region are related to the industrial activity representative of the location. Automobile production, which declined in May, is of particular importance in the region around Detroit; textile operations, particularly cotton consumption, showed a counterseasonal rise affecting New England and the South. As reported by the F. W. Dodge Corporation, total construction contracts awarded declined from \$330 million in April to \$308 million in May, although residential construction increased.

Of the four indexes of unemployment, the Alexander Hamilton Institute estimate was the only one to rise in April. The American Federation of Labor figure showed practically no change, while the National Industrial Conference Board estimate declined. The April estimate prepared by Robert Nathan was not available in time for this issue of the Bulletin.

Economic activity during the month reflects long-term and cyclical movements as well as seasonal and other fluctuations. The sensitivity of financial series as barometers of business activity, particularly as indicators of short-term variation, is well known. In general, financial markets seemed to reflect optimistic judgments during May, as well as lessened tension abroad and the settlement of labor controversies at home. Stock prices rose about 5 points during May, although trading was dull. Bond prices increased slightly. The Dow-Jones bond series increased from 88.01 in April to 88.54 in May.

The wholesale price index compiled by the Bureau of Labor Statistics, which represents prices prevailing in a large part of covered industry, remained at 76.2 in May.

# RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

## GENERAL

ALTMAYER, ARTHUR J. "The Child's Right to Family Security." *School Life*, Washington, Vol. 24, No. 9 (June 1939), pp. 261-262.

A discussion of the Social Security Act provisions that directly and indirectly affect the security of children, with an account of the recommendations of the Social Security Board concerning aid to dependent children and benefits for widows and orphans.

AMIDON, BEULAH. "In Search of Security." *Junior Red Cross Journal*, Washington, Vol. 15, Nos. 1-9 (September 1938-May 1939, inclusive).

A series of illustrated stories for young persons on various phases of the social security program. The titles—in consecutive months beginning September 1938—are: I. You Can't Turn Back the Years (general contrast of modern and early American economic conditions); II. The Road We Have Come (modern industrial hazards and the objectives of the Social Security Act); III. Something to Count On (unemployment compensation); IV. The Biggest Ledger in the World (old-age insurance); V. A Way for Mr. Kelley (aid to the needy blind); VI. Aunt Judy's Job (maternal and child-health services); VII. A Chance for Jim (services for crippled children); VIII. Grandpa Carson Lights His Pipe (old-age assistance); IX. The Boy From Four Corners (aid to dependent children).

BROWN, M. L. "Living on a Low Income—Without Grumbling; A Budget Message from Eagle Bridge, N. Y. Comment by Eight American Auditors." *Survey Graphic*, New York, Vol. 28, No. 7 (July 1939), pp. 436-439.

A letter comparing the "decent standard of living"—said to require \$1,600 per year—with a classified summary of the writer's financial statement for 1938, which shows total cash income of \$414 and expenditures of \$400. Comment by Walter D. Edmonds, Sherwood Eddy, Mordecai Ezekiel, Ralph Borsodi, Arthur L. Pollard, Hazel Kyrk, Josephine Lawrence, and Abraham Epstein.

BUCHER, CARROLL S. "California State Compensation Fund Should be Made Exclusive." *American Labor Legislation Review*, New York, Vol. 29, No. 2 (June 1939), pp. 82-86.

The author, chief counsel of the State Compensation Insurance Fund of California, cites experience and comparative data over the past 25 years in support of a bill in the State legislature providing that all employers must carry their workmen's compensation policies in the State fund.

COLE, MARGARET, and SMITH, CHARLES, Editors. *Democratic Sweden; A Volume of Studies Prepared by Members of the New Fabian Research Bureau*. New York: Greystone Press, 1939. 334 pp.

Papers prepared on the basis of an expedition to Sweden in 1937. The main divisions are: Government and Politics, containing an outline of public administration and a chapter on public-works policy; The Swedish Economy, including a chapter on wages and cost of living; and Social Condition and Policy, with a chapter on the social services. Most of the 16 essays have bibliographies.

"Hospital Employees and Old Age Security." *Hospitals*, Chicago, Vol. 13, No. 6 (June 1939), p. 71.

An editorial outlining the position of hospital administrators in favor of Federal old-age insurance benefits for hospital employees but opposing unemployment compensation.

LENROOT, KATHARINE F. "Child Welfare in Latin America." *Bulletin of the Pan American Union*, Washington, Vol. 73, No. 6 (June 1939), pp. 336-348.

A general discussion of Latin-American welfare movements, followed by a summary of recent developments, by country. Illustrated with photographs.

LEWIS, W. S., and WILLIAMS, RALPH M. (with the assistance of JOHN M. WEBB and A. STUART DALEY). *Private Charity in England, 1747-1757*. New Haven: Yale University Press, 1938. 132 pp.

A classified anthology of excerpts from London periodicals of the mid-eighteenth century dealing with the "charity given by private individuals to other private individuals mostly unknown to them." Research activities of a class under Professor Lewis on "Horace Walpole's England" provided the materials.

MORGAN, WINONA L. *The Family Meets the Depression; A Study of a Group of Highly Selected Families*. Minneapolis: University of Minnesota Press, 1939. 126 pp. (University of Minnesota, Institute of Child Welfare, Monograph Series No. 19.)

The results of a study of 331 "normal and successful" families who were previously the object of an investigation by Ruth Lindquist in 1927 (published in 1931 as *The Family in the Present Social Order*). Conditions in 1927 and 1933 are compared as to economic status, household management, health, social activities, and family relationships and problems. A bibliography is included.

MYRDAL, ALVA. "A Programme for Family Security in Sweden." *International Labour Review*, Geneva, Vol. 39, No. 6 (June 1939), pp. 723-763.

The declining Swedish birth rate led to the appointment in 1935 of a Population Commission which has recently advocated reforms designed "to allot to children a greater share in the resources of the nation," and to transfer part of the "economic burden of bringing up children" from the individual to the community. The 16 reports of the Commission are listed and briefly described as to principal findings on population theory, measures to equalize income, maternity expenses, and other factors

tending to improve the quality—and to some extent the quantity—of the next generation in Sweden.

**NATIONAL TAX ASSOCIATION.** *Proceedings of the Thirty-First Annual Conference on Taxation . . . Detroit, Michigan, October 24-28, 1938 . . .* Edited by W. G. Query, Secretary. Columbia, S. C.: National Tax Association, 1939. 910 pp.

The following papers related to the social security program appear in this volume: Grants-in-Aid and Sharing of State-Administered Taxes, by various authors; Relief Costs in the United States, by William H. Stauffer; Problems in the Administration of Social Security and Some Suggestions for Overcoming Them, by Harry C. Gretz; Merit-Rating in State Unemployment Compensation Plans, by William Haber; Report of the National Tax Association Committee on Social Security, by Roy Blough, chairman. Discussion on each paper is included.

"The New Social Security: What Revised Plan Will Mean to Employers, Workers and Aged." *United States News*, Washington, Vol. 7, No. 25 (June 19, 1939), p. 5.

A concise summary in question-and-answer form, with tables, showing the changes proposed by Congress for the Social Security Act.

**PAGE, THOMAS A.** *Chilean Social Laws.* Reprinted from *American Federationist*. Washington: American Federation of Labor, 1939. 58 pp.

Chapters from this master's thesis in law at the Catholic University of America have been noted in this Bulletin at the time of their publication as articles. The study covers Chilean history and economic backgrounds, a comparison of Chilean and American labor laws and attitudes, Chilean social insurance measures, and evaluations of the principles and operation of social legislation in the southern Republic.

**POWELL, AMY S., and FOX, FLORA.** "Growth in Old Age." *The Family*, Albany, Vol. 20, No. 4 (June 1939), pp. 119-123.

A discussion, with examples, of the part the case worker may take in helping older persons to adjust themselves through use of their talents or skills.

**RICHTER, JOSEPH.** *The Social Security Act as It Affects Radio Broadcasting.* New York: New York University School of Law, 1939. 16 pp. (Contemporary Law Pamphlets, Series 1, No. 17.)

A discussion of "the status, under the taxing provisions of the Social Security Act, of individuals who perform services in connection with the broadcasting of radio programs," including the sponsored program, the sustaining program, and the studio-built radio program which is sold as a unit to an advertiser.

"Rising Burden of Age-Pension Taxes: Who Will Pay the Annual Billions?" *United States News*, Washington, Vol. 7, No. 24 (June 12, 1939), p. 1.

The general financial structure of the Social Security Act is described in light of proposals before Congress, and estimates of future costs are cited.

**ROBBINS, RAINARD B.** "Administration's Amendments to Social Security Act." *Spectator*, Philadelphia, Vol. 142, No. 12 (June 8, 1939), pp. 8-9 ff.

An analysis and interpretation of H. R. 6497, introduced May 24 by Congressman Robert L. Doughton, chairman of the Ways and Means Committee. The discussion applies almost equally to H. R. 6635, which was adopted subsequently by the House.

"Social Security Gigantic Job; Made to Click by Supervision." *Supervision*, New York, Vol. 1, No. 3 (April 1939), pp. 10-12.

A description—with emphasis on supervision and training elements—of the accounting operations of the Bureau of Old-Age Insurance in Baltimore, including an interview with John J. Corson, Director of the Bureau. Illustrated with photographs.

**STEVENSON, JOHN A.** "Our Biggest 'Social Security' System: Life Insurance." *United States News*, Washington, Vol. 7, No. 21 (May 22, 1939), p. 11.

An address by the president of the Penn Mutual Life Insurance Company at the United States Chamber of Commerce round-table discussion of "The Contribution of Insurance to Recovery."

**TAFT, ROBERT A., and SMITH, T. V.** *Social Security—Why and How?* New York: Columbia University Press, April 11, 1939. 23 pp. ("Foundations of Democracy" series, No. 8.)

The text of a radio debate between Senator Taft and Representative Smith, with a brief factual note from *The Social Security Act in Operation*, by Wyatt, Wandel, and Schurz.

**TRIPP, THOMAS ALFRED.** "Rural People and the Church." *Social Action* (Council for Social Action of the Congregational and Christian Churches), New York, Vol. 5, No. 5 (May 15, 1939), pp. 4-39.

A factual survey of rural social conditions, with comment on the place of the church, which, the author declares, "must assist in the economic rehabilitation of rural America."

**U. S. HOUSE OF REPRESENTATIVES. COMMITTEE ON WAYS AND MEANS.** *Social Security Act Amendments of 1939; Report to Accompany H. R. 6635.* Washington, 1939. 121 pp. (76th Cong., 1st sess. H. Rept. 728.)

An important reference source, explaining in detail the extensive amendments to the Social Security Act contained in H. R. 6635 and including the original and proposed new wording of the affected portions of the act. The minority views are included.

**U. S. HOUSE OF REPRESENTATIVES. COMMITTEE ON WAYS AND MEANS.** *Social Security; Hearings Relative to the Social Security Amendments of 1939.* 3 vols. Washington: U. S. Government Printing Office, 1939. (76th Cong., 1st sess.)

These volumes contain the record of 48 days of testimony by Congressmen, administrators, economists, and representatives of numerous organizations, including



business, labor, and pension groups. They constitute a comprehensive record of the accomplishments and problems of the first years of the social security program, with the recommendations of the Social Security Board and an explanation and discussion by the Chairman of the Board and other experts and commentators. Included are the text and discussion of various bills, ranging from minor amendments to such broad measures as the General Welfare and Townsend proposals. A complete index and table of contents are also included.

WAGGAMAN, MARY T. "Family Allowances in 1937 and 1938." *Monthly Labor Review*, Washington, Vol. 48, No. 5 (May 1939), pp. 1026-1045.

A systematic summary of the status throughout the world of family allowances in private industry (12 countries), in public employment (10 countries), and in the form of "family endowment by the state" (4 countries). Includes a bibliography.

WALKER, CHARLES R. "Homesteaders—New Style." *Survey Graphic*, New York, Vol. 27, No. 6 (June 1939), pp. 377-381 ff.

An account of the "Roanoke Farms," Halifax, N. C., a rural rehabilitation project of the Farm Security Administration.

WUBNIG, ARTHUR. "The Measurement of the Technological Factor in Labor Productivity." *Journal of the American Statistical Association*, Menasha, Wis., Vol. 34, No. 206 (June 1939), pp. 319-325.

The author emphasizes the complex character of the problem of determining labor productivity and enumerates a number of factors which "tell against the assumption of changing levels of labor productivity as an outcome of technological developments alone."

## HEALTH AND MEDICAL CARE

"Abstract of Hearings on the Wagner Health Bill." *Journal of the American Medical Association*, Chicago, Vol. 112, Nos. 23, 24, 25 (June 10, 17, 24, 1939).

Summaries of the testimony before the subcommittee of the Senate Committee on Education and Labor, with special attention to the statements of the representatives of the American Medical Association.

AMERICAN MEDICAL ASSOCIATION. COUNCIL ON MEDICAL EDUCATION AND HOSPITALS. "Hospital Service in the United States; Eighteenth Annual Presentation of Hospital Data." *Journal of the American Medical Association*, Chicago, Vol. 112, No. 10 (March 11, 1939), pp. 909-995.

A review for 1938, which describes and tabulates the various characteristics of hospital service for the country and by States and lists each registered hospital by place, name, type of service, ownership, beds, average census, total annual admissions, and other characteristics.

BAKER, J. N. "The Wagner Bill; An Analysis of the Wagner National Health Bill of 1939." *Journal of the*

*American Medical Association*, Chicago, Vol. 112, No. 16 (April 22, 1939), pp. 1596-1599.

The author, a member of the House of Delegates of the American Medical Association and State Health Officer of Alabama, declares that the Wagner Bill uses "the sound procedure of grants-in-aid to the various States, which provides a wide latitude to the individual States in the development of their own health plans, conditioned by the particular health problems of greatest importance to their own people." Comments on the analysis are offered by the Bureaus of Medical Economics and of Legal Medicine and Legislation of the American Medical Association.

"Hospitals and Medical Care in Mississippi." *Journal of the American Medical Association*, Chicago, Vol. 112, No. 22 (June 3, 1939), pp. 2317-2332.

An extensive report on a "complete study of hospitals and medical facilities" in Mississippi by the American Medical Association Council on Medical Education and Hospitals.

KENT, CONSTANCE. "The Wage-Earners' Stake in Health; IV. Doctors as Earners." *American Federationist*, Washington, Vol. 46, No. 6 (June 1939), pp. 617-618.

This article, one of a series, deals with the earnings and expenses of physicians in the United States.

KLEM, MARGARET C. "Family Expenditures for Medical and Dental Care." *Journal of the American Dental Association*, Chicago, Vol. 26, No. 5 (May 1939), pp. 828-840.

Information on dental expenditures among self-supporting families during 1935-1936, from the study of consumer purchases conducted jointly by the Bureau of Labor Statistics of the United States Department of Labor and the Bureau of Home Economics of the Department of Agriculture. Other studies are also discussed, and a bibliography is included.

ORR, DOUGLASS W. "What Health Insurance Means to the British Worker." *Canadian Congress Journal*, Montreal, Vol. 18, No. 5 (May 1939), pp. 32-33.

A brief outline of the British National Health Insurance scheme, with a number of evaluations by workers.

PARRAN, THOMAS. "Health Needs of the Nation." *Public Health Reports*, Washington, Vol. 54, No. 22 (June 2, 1939), pp. 919-924.

In this address to the Red Cross Convention last April, the Surgeon General outlines data on loss from preventable diseases in the United States and briefly considers the program put forward by the National Health Conference.

[PHILLIPS, JAMES W.] "Medical Care—Its Relation to Public Welfare." *Public Welfare*, Richmond, Va., Vol. 17, No. 4 (April 1939), pp. 1, 2-3.

A discussion of Virginia's need for general medical care for persons in need and for mothers and children.

"Proceedings of the St. Louis Session; Minutes of the Ninetieth Annual Session of the American Medical Association, Held at St. Louis, May 15-19, 1939." *Journal of the American Medical Association*, Chicago, Vol. 112, Nos. 21, 22 (May 27, June 3, 1939).

Includes material on the National Health Conference, the Wagner National Health Bill, medical care to the indigent, the medical care plans of the Farm Security Administration, the report of the American Medical Association Committee on Medical Care, and the attitude of the association to the indictment by the United States Department of Justice.

SIGERIST, HENRY E. "The Realities of Socialized Medicine." *Atlantic Monthly*, Boston, Vol. 163, No. 6 (June 1939), pp. 794-804.

A review of American and foreign medical-care systems, including recent developments in New Zealand and Chile, to show that world-wide medical organization is a fact and to recommend for this country a system whereby "the physicians may reach all the people, whether rich or poor," by extension of governmental methods. The socialization of medical services is said to be "the logical and unavoidable consequence of the industrialization of the world."

SUMNER, WILLIAM A. "Do We Want Socialized Medicine?" *Modern Hospital*, Chicago, Vol. 52, No. 6 (June 1939), p. 89.

Certain objections to the Wagner National Health Bill are expressed, including the theory that social insurance impedes research incentives and tends to "drive the private practice of medicine and surgery to the wall." Extension of hospital insurance, with inclusion of medical care, is recommended.

"The Wagner Bill for the National Health Program; An Analysis by the Bureau of Legal Medicine and Legislation." *Journal of the American Medical Association*, Chicago, Vol. 112, No. 12 (March 11, 1939), pp. 999-1001.

A detailed description of the scope and provisions of S. 1620, with a table showing appropriations to be authorized under the bill.

WILSON, ISABELLA C. *Sickness and Medical Care Among the Negro Population in a Delta Area of Arkansas*. Fayetteville: Agricultural Experiment Station, University of Arkansas, College of Agriculture, 1939. 36 pp. (Bulletin No. 372.)

A study of "rural negro families in a typical delta area in regard to: (1) The amount and kinds of sickness prevalent in those families, (2) the availability of medical services, (3) the type of such services utilized, (4) the costs of medical service, and (5) the effects of income, location, and occupational status on the use of such services."

WOLL, MATTHEW. "Labor on National Health." *American Federationist*, Washington, Vol. 46, No. 6 (June 1939), pp. 606-609.

The text of the American Federation of Labor statement approving S. 1620, the Wagner National Health Bill, and also recommending health insurance on a national scale, to be administered by the Department of Labor.

WOLMAN, ABEL. "The National Health Program; How Far? How Fast?" *American Journal of Public Health*, Albany, Vol. 29, No. 6 (June 1939), pp. 628-632.

A paper by the president of the American Public Health Association in which emphasis is given not only to the existence of medical-care problems but also to the importance—for their solution—of "a universal recognition" of such needs.

## PUBLIC WELFARE AND RELIEF

"Alabama Conference of Social Work." *Alabama Social Welfare*, Montgomery, Vol. 4, No. 6 (June 1939), pp. 3-6 and fol.

The following papers are among those abstracted in this article: Recreation in a Program for Dependent Children, by Jeanne H. Barnes; A Discussion of Public Welfare Administration, by Robert T. Lansdale; A Review of the Social Security Program and Some Suggested Changes, by Oscar M. Powell; and Trends in Public Welfare Administration, by Fred K. Hoehler.

AMERICAN HOME ECONOMICS ASSOCIATION. *Adequate Food Allowances and How to Calculate Them*. New York: Family Welfare Association of America, 1939. 35 pp. Processed.

A booklet of food budget standards, including weekly food lists for 10 American localities; data on weekly family market orders for different parts of the country; and directions for calculating food allowances on the basis of other information presented. Also contains discussions of nutritive requirements and of food values. The work is a joint product of the Family Welfare Association of America and the Social Welfare and Public Health Department of the American Home Economics Association.

"Characteristics of the Case Load as of February 11, 1939." *Unemployment Relief in California* (State Relief Administration), February 1939, pp. 4-19. Processed.

A summary of information obtained from a random 10-percent sample of the California relief case load, involving analysis of over 9,000 cases and 30,000 persons. Age, race, citizenship, residence, family size, employability, and time on relief are among the points analyzed.

"Child Welfare in Iowa." *Iowa State Department of Public Welfare*, Des Moines, Vol. 1, No. 4 (April 1939), pp. 10-15. Processed.

Reviews studies by commissions, legislative history, and present legislation and administration of child welfare in Iowa.

CLOSE, KATHERINE. "The Sun of Civil Service." *Survey Midmonthly*, New York, Vol. 75, No. 6 (June 1939), pp. 170-172.

A discussion of public social workers and civil service, with special reference to New York City.

DOUGLAS, MELVYN. "Can We Afford to Spend Less?" *Social Work Today*, New York, Vol. 6, No. 8 (May 1939), pp. 19-20.

The author, a motion picture actor and member of the California State Relief Commission, discusses relief needs in terms of alleviation, fact-finding by administrative bodies, and "repatriating the jobless, economically and socially speaking."

"Factors Determining the Blind Pension Case Load." *Pennsylvania Public Assistance Statistics*, Harrisburg, No. 2 (February 1939), pp. 21-28. Processed.

The characteristics of aid to the needy blind in Pennsylvania are examined from the standpoint of (1) a steadily rising case load, (2) possibilities of decreasing the number of new cases, and (3) possibilities of increasing the number of cases closed.

FAMILY WELFARE ASSOCIATION OF AMERICA. *Cooperative Case Work; A Reprint of Sixteen Articles From The Family*. New York: The Association, 1939. 64 pp.

This collection of papers presents a variety of factual material on cooperation between two or more social agencies on behalf of one client and offers suggestions for efficient coordination in a number of fields.

FAMILY WELFARE ASSOCIATION OF AMERICA. *Development of Staff Through Supervision; Reprinted From The Family, 1936-1938*. New York: The Association, 1939. 32 pp.

A series of papers, some of which have been previously noted in this Bulletin, dealing with theories and diversified practices with respect to supervision and staff training of social workers. The contributors are Lucia B. Clow, Margaret Kauffman, Leah Feder, Helen Harris Perlman, Bertha C. Reynolds, Amelia Igel, and Grace F. Marcus.

GODDARD, JENNIE C., and PALMER, CARROLL E. "Maternal Services in Michigan With Special Reference to Economic Status." *Public Health Reports*, Washington, Vol. 54, No. 20 (May 19, 1939), pp. 825-840.

A summary of results from a Michigan study, conducted under the National Health Survey in 1936, on adequacy of care for nearly 10,000 maternity cases. Close relationship between the care received and the economic status of the mother is revealed.

GRANGER, GEORGE F., and KLEIN, LAWRENCE R. *Emergency Relief in Michigan, 1933-1939*. Lansing, 1939. 177 pp. Processed.

A report on the relief problems of employable and unemployable persons in Michigan over a period of almost 6 years. Subjects covered include the historical developments of emergency relief, the factors entering into the administration of relief, volume and cost, the categories that make up the entire relief program, economic factors, and the social characteristics of persons receiving relief.

LESCOHIER, DON D. "The Hybrid WPA." *Survey Monthly*, New York, Vol. 75, No. 6 (June 1939), pp. 167-169.

The "hybrid" character of WPA is discussed in connection with occupational characteristics of the workers, their economic level, wage policies, hours of work, and the dilemma between an employment policy necessarily encouraging separation from the work and the desirability of attaining efficiency on the projects. Probable future trends are also discussed.

LOWE, ROBERT C. *State Public Welfare Legislation*. Washington: U. S. Government Printing Office, 1939.

398 pp. Processed. (U. S. Works Progress Administration, Research Monograph 20.)

This comprehensive work "brings together in one volume, for the first time, current information on the State legislative and constitutional provisions governing public welfare," including general relief and public assistance. The text contains seven brief sections on eligibility and types of care; State and local administrative responsibility, procedures, and agencies; and financing. The appendixes constitute the body of the work including over 200 pages of tables (current to January 1939) showing the provisions of each State for relief, public assistance, institutions and agencies for dependent and neglected children, veteran relief, and State and local boards. The concluding portion is a State-by-State summary of statutory public-welfare provisions, including a chart of the administrative organization in each State.

MCLEAN, FRANCIS H. "Surveys in the Family Field." *The Family*, Albany, Vol. 20, No. 4 (June 1939), pp. 107-115.

The first of two articles on surveys and welfare agency studies, expressing the view that the survey is part of the self-evaluation necessary for agency growth.

NEW YORK. STATE CONFERENCE ON SOCIAL WORK. *Proceedings, Syracuse, 1938*. Rochester. Date not given. 141 pp.

A selection from the Conference papers, including the following: Chronic Relief—Its After Effects, by S. J. Applebaum; Some Aspects of Family Care in a Public Agency, by Anne Rebeck; Case Work With Elderly People, by Samuel W. Hartwell; Maternity Care in Six New York State Counties, by Beatrice Hall; Pressure Groups and Group Work Agencies, by Moses W. Beckelman; Some Effects of the Depression on the Children, by Phyllis Greenacre; Problems of Family Relationship to Elderly People, by Katherine Van de Carr; Contribution of Social Workers in Hospitals to the Public Assistance Program, by Janet Thornton.

ORFIELD, LESTER B. "Aid to Dependent Children Under the Social Security Act: With Special Reference to Nebraska." *Nebraska Law Bulletin*, Lincoln, Vol. 18, No. 1 (March 1939), pp. 3-49.

A detailed history and analysis of the program for aid to dependent children. Includes material on the need for aid, the history of State laws, and programs for aid to dependent children in foreign countries. Statistics for Nebraska, together with historical and analytical material and recommendations with respect to the program in that State, are included.

PRAY, KENNETH L. M. "One-Sixth of All Citizens." *Social Work Today*, New York, Vol. 6, No. 8 (May 1939), pp. 9-11.

"A condensed summary of a report expressing the conclusions of a Joint Committee on Training called together by the Pennsylvania School of Social Work, and composed of representatives of the School staff, the supervisory staff of the Philadelphia County Board of Assistance,



Local 46 of the State, County, and Municipal Workers of America, and the Philadelphia Chapter of the American Association of Social Workers."

SMICK, A. A. "Recent Trends in Rural Social Work." *Sociology and Social Research*, Los Angeles, Vol. 23, No. 5 (May-June 1939), pp. 466-473.

A brief history and analysis of rural social work, with emphasis on fundamental problems and current trends.

SULLENGER, T. EARL, and BAXTER, CHERRIE FULLER. *A Study of Administration of Old Age Assistance in Douglas County (Studied in Relation to the Support Received From Responsible Relatives)*. Omaha: Municipal University of Omaha (Bureau of Social Research and Alpha Chapter of Alpha Kappa Delta), 1939. 21 pp. Processed.

In addition to introductory and background material, this paper presents a detailed study of 800 of the 4,282 recipients of old-age assistance in Douglas County, Nebraska. Analysis of contacts with relatives and of other factors in Nebraska practice with respect to responsibility of relatives leads to the recommendation that the law be changed to make children the only relatives who are responsible for support. A bibliography is included.

SULLIVAN, FLORENCE L. "State Responsibility for Child Welfare." *Oklahoma Public Welfare Review*, Oklahoma City, Vol. 2, No. 3 (March 1939), pp. 8-11. Processed.

An address by a field consultant of the United States Children's Bureau on State and local relationships in improving child-care institutions and procedures.

WILLIAMS, EDWARD AINSWORTH. *Federal Aid for Relief*. New York: Columbia University Press, 1939. 269 pp. (Studies in History, Economics, and Public Law, No. 452.)

"The primary purpose of this study in administration is to describe the gearing of federal emergency relief into the American system of government through an extension of the familiar grant-in-aid system, and to outline the new federal-state relationships which developed during the period that grants were made by the Federal Emergency Relief Administration." Chapters deal with relief administration before 1933, grants-in-aid as applied to relief in the establishment of the FERA, and the objectives, control devices, and allocation problems under the FERA. There is also an appraisal of the grant method in relief matters which finds that the plan operated successfully, partly because of an "emergency psychology." An account of the relief changes in 1935 includes a description of the Social Security Act and the Works Progress Administration.

## UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

BRANDEIS, LOUIS D. "Coping With Irregular Employment; A Memorandum." Foreword by LINCOLN FILENE. *Society for the Advancement of Management Journal*, New York, Vol. 4, No. 3 (May 1939), pp. 58-59 and fol.

This memorandum by Justice Brandeis, which dates back to 1911, contains a program of plant unemployment reserves to stimulate regularization of work and provide benefit payments to workers during temporary unemployment. Copies of the complete memorandum are said to be available for postage, on application to the offices of the society, 23 West 39th Street, New York.

CALDERWOOD, WALTER A. "The Purposes of Unemployment Compensation." *The Digest*, Concord, N. H., Vol. 4, No. 5 (May 1939), pp. 7-8. Processed.

A discussion and defense of merit-rating provisions as a leading justification for unemployment compensation legislation.

DEMERS, BENTON. "Cooperating With Placement Agencies of Organized Labor." *The Digest*, Concord, N. H., Vol. 4, No. 5 (May 1939), pp. 5-6. Processed.

The author describes New Hampshire practices in obtaining cooperation between the employment service and labor unions.

EAGER, GORDON P. "Governor Murphy Approves Amendments to the Unemployment Compensation Act." *The Digest*, Concord, N. H., Vol. 4, No. 5 (May 1939), pp. 3-4. Processed.

A description of recent amendments to the New Hampshire Unemployment Compensation Act.

"Employment Service Aspects of Shutdown in Bituminous Coal Mining Areas." *Field Office Activities Report* (Pennsylvania State Employment Service), Harrisburg, Vol. 1, No. 4 (April 1939), pp. 5-8. Processed.

An analysis of unemployment compensation claims, benefits, and related activities in 30 selected offices of the Appalachian region of Pennsylvania, where cessation of bituminous coal-mining operations greatly increased the number of claimants.

HABER, WILLIAM, and JACOBS, ARTHUR. "First Attempts at Co-ordinating the Administration of Unemployment Compensation and Relief." *Social Service Review*, Chicago, Vol. 13, No. 2 (June 1939), pp. 177-193.

A survey of the policy of relief agencies toward recipients of unemployment compensation and of procedures for clearing information between the relief and unemployment compensation agencies in 22 of the 29 States paying benefits last December. It is shown that relief is generally accorded to persons awaiting or receiving benefits but that clearance procedures are unstandardized and experimental.

LONIGAN, EDNA. "The Effect of Modern Technological Conditions Upon the Employment of Labor." *American Economic Review*, Menasha, Wis., Vol. 29, No. 2 (June 1939), pp. 246-259.

The viewpoint of this article is that the decline in employment is not due to technological change, but to "the stable price level, consumer credit, the absence of means for financing small business, and the piling up of huge surpluses in large corporations. . . ." The need for general reintegration of the economic system leads to the statement that "no welfare program can possibly pay the cost of

maintaining people displaced by organic malfunctioning of the economic system."

MALAISSOFF, HARRY. "The Emergence of Unemployment Compensation, I." *Political Science Quarterly*, New York, Vol. 54, No. 2 (June 1939), pp. 237-258.

An analysis of the conditions in the United States that led to the adoption of unemployment compensation and a general account of the course of State legislation. The points treated include voluntary plans; the attitude of organized labor; the interest in effecting stabilization, particularly in Wisconsin under the stimulus of John R. Commons and others; and the depression unemployment of the 1930's. A second and concluding article will deal with the development of the laws after their passage.

MILLS, THOMAS J. "Connecticut Unemployment Estimates." *Monthly Bulletin of Placement and Unemployment Compensation Division*, Hartford, Vol. 4, No. 5 (May 1939), pp. 11-12.

The methods and results of calculating unemployment in Connecticut from November 1937 through December 1938 are described.

MITCHELL, JOHN W., and JACOBS, MELVIN L. "The Appellate Aspects of Unemployment Compensation in Pennsylvania." *Trends and Totals; A Monthly Statistical Bulletin*, Harrisburg, Vol. 2, No. 4 (April 1939), pp. 6-13. Processed.

The topics treated include volume and handling of appeals (18,200 original appeals have been received out of 1,350,000 original claims), trend and disposition of appeals, and causes for appeals.

NEUMANN, PETER. "A New Plan That Gets Youth Jobs." *Nation's Business*, Washington, Vol. 27, No. 6 (June 1939), pp. 82-83.

A description of the plan begun in 1935 in Everett, Washington, whereby high-school seniors form clubs to "get ready for a job" by analyzing their aptitudes, studying their prospective employment fields, and becoming known to the employers of the community.

"New York Advisory Council Divides on Experience Rating." *American Labor Legislation Review*, New York, Vol. 29, No. 2 (June 1939), pp. 75-80.

Contains excerpts from the report of the official New York Advisory Council on experience rating. The council divided by a four-to-four vote, and the reasons of both groups for the attitudes taken are reported.

PARRISH, JOHN B. "Changes in the Nation's Labor Supply, 1930-1937." *American Economic Review*, Menasha, Wis., Vol. 29, No. 2 (June 1939), pp. 325-336.

An analysis of the Nation's labor market in terms of two "perplexing problems" of the period 1932-1937, namely, "the continuance of a high volume of unemployment" during recovery and "the scarcity of certain types of labor amidst large labor surplus."

"Relief Cases Closed on Receipt of Unemployment Compensation Benefits, August and September, 1938." *Public Assistance in Michigan*, Lansing, Vol. 6, No. 1 (January-March 1939), pp. 6-8.

A discussion and tabular analysis of the characteristics of nearly 30,000 unemployment compensation cases closed from the relief rolls of Michigan during August and September 1938.

SAMSON, HENRY T., and HAWLEY, FLORELLE G. "Practical Cooperation Fills a Gap." *Survey Midmonthly*, New York, Vol. 75, No. 6 (June 1939), pp. 175-176.

The authors, one connected with each organization, describe "an experiment in cooperation" between the White Plains, New York, public employment office and the League of Women Voters, an experiment which has furthered the development of a more effective placement program.

SCHACTER, HARRY W. "What Employer Wouldn't Want Tax Reduction?" *Monthly Bulletin* (Kentucky Department of Industrial Relations), Frankfort, Vol. 1, Nos. 4-5 (April-May 1939), pp. 3-5. Processed.

An article by a Kentucky employer which advocates taking advantage of the State law on merit rating and making use of the employment service.

"Social Security—Unemployment Compensation Act—When an Agent is an 'Employee' Within the Terms of the Act." *Minnesota Law Review*, Minneapolis, Vol. 23, No. 6 (May 1939), pp. 848-851.

A discussion of the question of agents as independent contractors, with special application to Minnesota and with a discussion of the decisions of the Bureau of Internal Revenue.

WHITE, R. CLYDE. *Administering Unemployment Compensation; A Comparison and a Critique*. Chicago: University of Chicago Press, 1939. 312 pp. Processed. (Social Service Monographs.)

A comparative study of Great Britain, Germany, and the United States, with respect to their unemployment compensation laws, administrative organizations, and administrative procedures. The volume develops both interpretation and description of existing viewpoints and practices, based upon the author's personal observations abroad and administrative experience in this country, as well as study of the basic documents.

# STATISTICAL BULLETINS OF STATE PUBLIC-WELFARE AGENCIES

*The following statistical bulletins issued by State public-welfare agencies are received currently by the Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Research. Publications issued by informational-service units are also included if a section of the publication is devoted to the presentation of statistical material. The information given for each bulletin is based upon a review of the latest available issue. Wherever the phrase "the three special types of public assistance" is used, it refers to old-age assistance, aid to dependent children, and aid to the blind.*

**ALABAMA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Statistics.* Montgomery. Monthly. Processed.

Presents data on the three special types of public assistance, on assistance to the handicapped, on temporary aid, and on services. Includes information on the distribution of surplus commodities, care of children who are wards of the Department, child-welfare services, and almshouses and institutions for the care of children. A summary contains data on the WPA, NYA, CCC, and FSA, and on unemployment benefits, in addition to the special types of public assistance and commodities distribution.

**ARIZONA. STATE DEPARTMENT OF SOCIAL SECURITY AND WELFARE.** *State Report for Month Ending . . .* Place not given. Monthly. Processed.

Statistical and financial data for administrative use only. Includes information on the three special types of public assistance, general relief, and special programs—foster-home, institutional, and transient care.

**ARKANSAS. STATE DEPARTMENT OF PUBLIC WELFARE.** *Arkansas Public Welfare Review.* Little Rock. Quarterly. Processed. Prepared by the Division of Research and Statistics.

Data on general relief, the three special types of public assistance, child-welfare services, the CCC, and surplus-commodities distribution. Includes a digest of legislative bills.

**CALIFORNIA. STATE DEPARTMENT OF SOCIAL WELFARE.** *Public Assistance Statistics for California.* Sacramento. Monthly. Processed. Prepared by the Division of Research and Statistics.

Includes data on general relief ("county indigent aid") and the three special types of public assistance; also data on general relief, surplus-commodities distribution, and the care of transient and homeless men administered by the State Relief Administration.

**CALIFORNIA. STATE RELIEF ADMINISTRATION.** *Unemployment Relief in California.* San Francisco. Monthly. Processed. Prepared by the Division of Planning and Research.

Current information on operations of the unemployment relief program in California and the results of research pertinent to the program.

**COLORADO. STATE DEPARTMENT OF PUBLIC WELFARE.** *Colorado State Department of Public Welfare.* Denver. Quarterly. Printed.

Contains data on the three special types of public assistance, on general relief, CCC, surplus commodities, and the Division of Tuberculosis. In addition, there are news items and special articles on welfare and related subjects.

**CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. BUREAU OF OLD-AGE ASSISTANCE.** *Blind Assistance Statistics for Month of . . . Old-Age Assistance Statistics for Month of . . .* Hartford. Monthly. Processed.

Summary statistical reports in these fields.

**CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. STATISTICAL DIVISION.** *Public Welfare Statistics.* Hartford. Quarterly. Processed.

Data on general outdoor relief, assistance to the blind, old-age assistance, Federal surplus commodities, the CCC, WPA, and NYA. A statistical "general summary" covers these types of aid and also widows' aid, State wards, and county wards. Town data on general outdoor relief are also presented.

**CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. STATISTICAL DIVISION.** *Preliminary Statement—Public Welfare Statistics.* Hartford. Monthly. Processed.

Data on general relief by towns.

**DISTRICT OF COLUMBIA. BOARD OF PUBLIC WELFARE. PUBLIC ASSISTANCE DIVISION.** *Public Assistance Statistics.* Washington. Monthly. Processed.

Data on the three special types of public assistance and on general relief, the CCC, surplus commodities, relief and services to nonresidents, and homes for children and the aged.

**FLORIDA. STATE WELFARE BOARD.** *Public Assistance Statistics.* Jacksonville. Monthly. Processed. Prepared by the Department of Research and Statistics.

Data on the three special types of public assistance, surplus commodities, the WPA, NYA, CCC, and specified services to individuals and other agencies. Also information on administrative costs.

**GEORGIA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Public Welfare Statistics.* Atlanta. Monthly. Processed. Prepared by the Division of Research and Statistics.

A statistical review of the three special types of public assistance and of general relief, surplus commodities, and



certification services to the WPA, NYA, and CCC. Also gives data on child-welfare services, crippled children's services, and institutional care.

**IDAHO. DEPARTMENT OF PUBLIC ASSISTANCE.** *Public Assistance Statistics.* Boise. Monthly. Processed.

Includes data on the three special types of public assistance, on general relief, and on surplus commodities.

**ILLINOIS. EMERGENCY RELIEF COMMISSION.** *Monthly Bulletin on Relief Statistics.* Chicago. Monthly. Processed. Prepared by the Division of Allocations and Statistics.

Data on general relief, mothers' pensions, blind pensions, surplus commodities, old-age assistance, the WPA, and the CCC.

**INDIANA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Old-Age Assistance. Aid to Dependent Children. Blind Assistance. Child Welfare Services. Crippled Children.* Indianapolis. Monthly. Processed.

Monthly statistical tables, by counties, on the three special types of public assistance and on child-welfare services and services to crippled children.

**INDIANA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Quarterly Statistical Survey.* Indianapolis. Quarterly. Processed. Prepared by the Statistical Section.

Presents statistical data on the three special types of public assistance, child-welfare services, crippled children's services, State institutions, county infirmaries, general relief, and surplus-commodities distribution. Also contains data on the WPA program, unemployment compensation, general business activity, and employment, as well as special studies.

**INDIANA. GOVERNOR'S COMMISSION ON UNEMPLOYMENT RELIEF.** *Township Relief. Works Progress Administration.* Indianapolis. Monthly. Processed.

Statistical tables, by counties, on general relief and WPA employment.

**IOWA. EMERGENCY RELIEF ADMINISTRATION.** *Iowa Emergency Relief Administration [Month] Report.* Des Moines. Monthly. Processed. Prepared by the Department of Finance and Statistics.

Data on general relief, surplus commodities, and CCC selection. A summary includes information on old-age assistance, aid to the blind, and the Federal Works Program.

**KANSAS. STATE DEPARTMENT OF SOCIAL WELFARE.** *Trend of Public Assistance.* Topeka. Monthly. Processed.

Data on the three special types of public assistance and "general assistance." Tables on sources of funds and all social-welfare activities are shown by counties.

**LOUISIANA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Louisiana Public Welfare Statistics.* Baton Rouge. Monthly. Printed. Prepared by the Bureau of Research and Statistics.

Contains data on the three special types of public assistance and on general relief and certification services to the

WPA, NYA, CCC, and the State Hospital Board, as well as information on child-welfare services.

**MAINE. DEPARTMENT OF HEALTH AND WELFARE. BUREAU OF SOCIAL WELFARE.** *Monthly Statistical Report.* Augusta. Monthly. Processed.

Includes statistical data on the number of children in custody and the number of dependent children in 1938 and 1939. Additional data on cases receiving aid to dependent children are shown for the current month.

**MAINE. DEPARTMENT OF HEALTH AND WELFARE.** *General Relief in the State of Maine.* Augusta. Monthly. Processed.

A summary statistical report on general relief.

**MAINE. DEPARTMENT OF HEALTH AND WELFARE.** *Maine Health and Welfare Bulletin.* Augusta. Quarterly. Printed.

Data on general relief, CCC enrollment, transient care, and Federal surplus commodities. Includes short articles and news notes.

**MARYLAND. BOARD OF STATE AID AND CHARITIES.** *Monthly Statistical Report.* Baltimore. Monthly. Processed.

A series of statistical tables on the three special types of public assistance, general relief, and surplus commodities.

**MASSACHUSETTS. DEPARTMENT OF PUBLIC WELFARE.** *Summary of Relief and Related Statistics of Massachusetts.* [Boston.] Eight issues yearly. Processed. Prepared by the Subdivision of Research and Statistics.

A statistical summary which includes data on general relief, the three special types of public assistance, WPA employment, the NYA, CCC, and surplus commodities. Information is also presented on unemployment compensation, old-age insurance, employment and wages, industrial activity, employment applications, and the cost of living.

**MASSACHUSETTS. DEPARTMENT OF PUBLIC WELFARE.** *Aid and Relief Statistics of Massachusetts.* Boston. Quarterly. Processed. Prepared by the Subdivision of Research and Statistics.

Detailed information on and special analyses of general relief and the three special types of public assistance. A summary also includes data on WPA employment, the NYA, and CCC, surplus commodities, unemployment compensation, and employment services; and economic indexes of employment, wages, industrial activity, and the cost of living.

**MICHIGAN. STATE EMERGENCY RELIEF ADMINISTRATION.** *Summary of Public Relief Statistics.* Lansing. Monthly. Printed. Prepared by the Division of Research and Statistics.

Data on general relief, the three special types of public assistance, transient care, and surplus commodities.

**MICHIGAN. STATE WELFARE DEPARTMENT. BUREAU OF OLD-AGE ASSISTANCE.** *Old-Age Assistance Statistics.* Lansing. Quarterly. Printed. Prepared by the Division of Research and Statistics.

A detailed report on old-age assistance including special articles on this subject.

MINNESOTA. STATE BOARD OF CONTROL. *Monthly Review of Public Assistance, State of Minnesota*. St. Paul. Monthly. Processed. Statistical data prepared by the Research and Statistical Service.

Statistical data on the three special types of public assistance and on child-welfare services. Also notes and comments on public assistance.

MINNESOTA. STATE RELIEF AGENCY. *Preliminary Tabulation of County Summary Reports*. St. Paul. Monthly. Processed. Prepared by the Department of Research, Statistics, and Reports.

A series of statistical tables on general relief.

MISSOURI. STATE SOCIAL SECURITY COMMISSION. *Index of Public Assistance in Missouri*. Jefferson City. Monthly. Printed. Prepared by the Division of Research and Statistics.

A statistical review of old-age assistance, aid to dependent children, general relief, child welfare, surplus-commodities distribution, and WPA and NYA employment. Includes special articles.

MONTANA. STATE DEPARTMENT OF PUBLIC WELFARE. *Public Assistance Statistics*. Helena. Monthly. Processed.

Data on the three special types of public assistance, and an analysis of the service programs—child-welfare services, CCC, and surplus-commodities distribution.

NEBRASKA. BOARD OF CONTROL. DEPARTMENT OF STATE ASSISTANCE AND CHILD WELFARE. *Public Assistance in Nebraska*. Lincoln. Monthly. Processed. Prepared by the Division of Research and Statistics.

Presents data on the three special types of public assistance and on general relief, surplus-commodities distribution, the WPA, NYA, FSA, CCC, and child-welfare services.

NEVADA. STATE WELFARE DEPARTMENT. *Old-Age Assistance in Nevada*. Reno. Monthly. Processed.

A statistical summary of old-age assistance.

NEW HAMPSHIRE. DEPARTMENT OF PUBLIC WELFARE. *Relief, Public Assistance, and Service Statistics*. Concord. Monthly. Processed. Prepared by the Division of Research and Statistics.

Contains data on the three special types of public assistance, general relief, surplus commodities, and other types of assistance and service (child-welfare services, foster-home care, sight conservation and services to the blind, aid to tuberculosis patients, and veterans' services.)

NEW JERSEY. DEPARTMENT OF INSTITUTIONS AND AGENCIES. DIVISION OF OLD-AGE ASSISTANCE. *Statistical Summary of Old-Age Assistance*. Trenton. Monthly. Processed.

A statistical summary of old-age assistance.

NEW JERSEY. FINANCIAL ASSISTANCE COMMISSION. *Monthly Relief Report*. Trenton. Monthly. Processed. Prepared by the Statistical Section.

A series of statistical tables on general relief, and statistics on surplus-commodities distribution, WPA employment, and unemployment compensation.

NEW JERSEY. FINANCIAL ASSISTANCE COMMISSION. *Statistical Bulletin Service*. Trenton. Monthly. Processed. Prepared by the Statistical Section.

A summary of general relief.

NEW MEXICO. DEPARTMENT OF PUBLIC WELFARE. *Relief Statistics*. Place not given. Monthly. Processed.

Contains information on the three special types of public assistance and on general relief, surplus commodities, child-welfare and crippled children's services, the CCC, and the State tuberculosis sanitarium.

NEW YORK. DEPARTMENT OF SOCIAL WELFARE. *Monthly Statistical Report on Public Assistance*. Albany. Monthly. Processed. Prepared by the Bureau of Research and Statistics.

Tables on the three special types of public assistance and general relief.

NEW YORK. DEPARTMENT OF SOCIAL WELFARE. *Social Statistics*. Albany. Quarterly. Processed. Prepared by the Bureau of Research and Statistics.

A statistical summary of the special types of public assistance, general relief, the Federal Works Program, surplus-commodities distribution, and the CCC, including information on children in foster homes and in State training schools, and the movement of population in public homes and in private homes for the aged. Presents a résumé of business conditions.

NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE. *Public Assistance Statistics*. Raleigh. Monthly. Processed. Prepared by the Statistical Service.

Data on old-age assistance, aid to dependent children, and general relief, with related information on hospitalization, burials, and boarding-home care and other miscellaneous aid.

NORTH DAKOTA. PUBLIC WELFARE BOARD. *Public Assistance*. Bismarck. Monthly. Processed. Prepared by the Division of Accounting, Finance, and Reports.

Statistical data on the three special types of public assistance and on general relief, the CCC, child-welfare services, and services for crippled children. Presents a summary of all public relief.

OHIO. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF PUBLIC ASSISTANCE. *Preliminary Report of Public Assistance Statistics*. Columbus. Monthly. Processed.

Presents data on the three special types of public assistance and on general relief, the WPA, NYA, and services to children.

OHIO. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF PUBLIC ASSISTANCE. *Public Assistance Statistics*. Columbus. Quarterly. Processed. (Formerly issued monthly.)

Information on the three special types of public assist-

ance and on general relief, the Federal Works Program, the CCC, FSA, and services to children (crippled wards and dependent, neglected, and delinquent wards of the State department, and wards of county children's homes and child-welfare boards).

**OKLAHOMA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Oklahoma Public Welfare Review.* Oklahoma City. Monthly. Processed. Prepared by the Division of Research and Statistics.

Statistical information and comment on the three special types of public assistance and on various phases of child welfare.

**OREGON. STATE PUBLIC WELFARE COMMISSION.** *Public Assistance in Oregon.* Portland. Monthly. Processed. Prepared by the Division of Research and Statistics.

Statistical information on the three special types of public assistance, general relief, and the CCC.

**PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE.** *Statistical Report on General Assistance.* Harrisburg. Weekly. Processed. Prepared by the Bureau of Research and Statistics.

A series of statistical tables on general relief, with a summary statement.

**PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE.** *Pennsylvania Public Assistance Statistics.* Harrisburg. Monthly. Processed. Prepared by the Bureau of Research and Statistics.

Detailed information on general relief, as well as data regarding the three special types of public assistance, the Federal Works Program, and the CCC.

**RHODE ISLAND. PUBLIC WELFARE DEPARTMENT. SOCIAL SECURITY DIVISION.** *Monthly Statistical Bulletin.* Place not given. Monthly. Processed.

Statistics on old-age assistance and aid to dependent children for the State and also for cities and towns.

**SOUTH CAROLINA. STATE DEPARTMENT OF PUBLIC WELFARE.** *South Carolina Public Welfare Statistics.* Columbia. Monthly. Processed. Prepared by the Division of Research and Statistics.

Data on the three special types of public assistance; on general relief; on various services, including child-welfare services, rehabilitation of the blind, and certification for surplus commodities and to the WPA and CCC; and on discharges from the CCC.

**SOUTH DAKOTA. DEPARTMENT OF SOCIAL SECURITY.** *Public Assistance Statistics.* Pierre. Monthly. Processed. Prepared by the Research and Statistical Department.

Statistical information on old-age assistance, aid to the blind, mothers' pensions, general relief, the WPA, CCC, and FSA, child-welfare services, and surplus commodities. Also reports on special studies.

**TENNESSEE. DEPARTMENT OF INSTITUTIONS AND PUBLIC WELFARE.** *Tennessee Public Assistance Statistics.* Nashville. Monthly. Processed. Prepared by the Division of Research and Statistics.

Data on the three special types of public assistance, general relief, the CCC, surplus-commodities distribution, and child-welfare services.

**TEXAS. OLD-AGE ASSISTANCE COMMISSION.** *Old-Age Assistance in Texas.* Austin. Quarterly. Processed. Prepared by Division of Research and Statistics.

A statistical report on old-age assistance.

**UTAH. STATE DEPARTMENT OF PUBLIC WELFARE.** *Public Assistance in Utah.* Salt Lake City. Monthly. Processed. Prepared by the Bureau of Research and Statistics.

Information on the three special types of public assistance and on general relief, surplus commodities, and child-welfare services. Also data on relief to transients, on the care of children in foster homes and institutions, and on hospitalization, medical care, and burials.

**VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Preliminary Public Assistance Data.* Richmond. Monthly. Processed. Prepared by the Division of Research and Statistics.

A statistical summary of old-age assistance, aid to dependent children, and general relief.

**VIRGINIA. COMMISSION FOR THE BLIND.** *Aid to the Blind Statistical Report.* [Richmond.] Monthly. Processed. Summary statement on aid to the blind.

**VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE.** *Public Welfare Statistics.* Richmond. Monthly. Processed. Prepared by the Division of Research and Statistics.

Statistics on old-age assistance, aid to dependent children, and general relief.

**WASHINGTON. DEPARTMENT OF SOCIAL SECURITY.** *Public Assistance in the State of Washington.* Olympia. Monthly. Processed.

Data on the three special types of public assistance, general relief, and special services. Includes information on services to the blind and to children, and surplus-commodities distribution.

**WEST VIRGINIA. STATE DEPARTMENT OF PUBLIC ASSISTANCE.** *Public Assistance Statistics.* Charleston. Monthly. Processed. Prepared by the Division of Research and Statistics.

Presents data on the three special types of public assistance, as well as on general relief, surplus-commodities distribution, the CCC, the physical rehabilitation program, child welfare, and other services.

**WISCONSIN. STATE PENSION DEPARTMENT.** *Social Security Aids in Wisconsin.* Madison. Monthly. Processed. Prepared by the Division of Research and Statistics.

A statistical report on the three special types of public assistance.

**WISCONSIN. PUBLIC WELFARE DEPARTMENT.** *General Relief in Wisconsin.* Madison. Monthly. Processed. Statistical data on general relief.



# REPORTS OF STATE PUBLIC-WELFARE AGENCIES

*The following list includes the latest biennial, annual, or semiannual reports of State public-welfare agencies received by the Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Research, as of June 15, 1939.*

- ALABAMA. DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . For the Fiscal Year October 1, 1937, through September 30, 1938.* Montgomery, 1938. 172 pp.
- ARKANSAS. DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . For the Fiscal Year Ending June 30, 1938.* Little Rock, [1938]. 119 pp.
- CALIFORNIA. STATE DEPARTMENT OF FINANCE. *Expenditures for Social Welfare and Relief by County, State, and Federal Governments in California During the Fiscal Years Ending June 30, 1936, 1937, and 1938.* Sacramento, 1938. 57 pp.
- CALIFORNIA. STATE DEPARTMENT OF SOCIAL WELFARE. *Biennial Report . . . July 1, 1936-June 30, 1938.* Sacramento, 1938. 122 pp.
- COLORADO. STATE DEPARTMENT OF PUBLIC WELFARE. "Annual Report, 1938." In: *Colorado State Department of Public Welfare Quarterly Bulletin.* Vol. 2, No. 4 (October, November, and December 1938), 46 pp.
- CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE AND PUBLIC WELFARE COUNCIL. *Report of the Office of the Commissioner of Welfare for the Biennium Ended June 30, 1937 and the Public Welfare Council for the Fiscal Year Ended June 30, 1937.* Hartford, 1938. 194 pp.
- CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. *First Biennial Report of the Bureau of Old-Age Assistance . . . Period Ending June 30, 1937.* Hartford. Date not given. 23 pp.
- CONNECTICUT. OFFICE OF THE BOARD OF EDUCATION OF THE BLIND. *Annual Reports . . . For the Two Years Ended June 30, 1936.* Hartford, 1936. 135 pp.
- DELAWARE. THE OLD AGE WELFARE COMMISSION. *Annual Report . . . For the Calendar Year January 1, 1938, to December 31, 1938.* Place not given. 1939. 6 pp.
- DELAWARE. MOTHERS' PENSION COMMISSION. *Twentieth Annual Report . . . For the Fiscal Year July 1, 1937, to June 30, 1938.* Place not given. Date not given. 16 pp.
- DISTRICT OF COLUMBIA. PUBLIC ASSISTANCE DIVISION, BOARD OF PUBLIC WELFARE. *Fourth Annual Report . . . July 1, 1937, to June 30, 1938.* Washington, D. C., [1938]. 51 pp.
- FLORIDA. STATE WELFARE BOARD. *Semiannual Report . . . For the Period July 1-December 31, 1938.* Place not given. 1939. 59 pp.
- GEORGIA. DEPARTMENT OF PUBLIC WELFARE. *Official Report . . . Covering the Period from January 1, 1937, through June 30, 1938.* Atlanta, 1938. 483 pp.
- ILLINOIS. EMERGENCY RELIEF COMMISSION. "Review of General Relief in Illinois During 1938." In *Monthly Bulletin on Relief Statistics.* Vol. 6, No. 1 (January 1939), pp. 10-22.
- ILLINOIS. EMERGENCY RELIEF COMMISSION. "Other Public Assistance Programs in Illinois During 1938." *Monthly Bulletin on Relief Statistics.* Vol. 6, No. 1 (January 1939), pp. 22-23.
- INDIANA. DEPARTMENT OF PUBLIC WELFARE AND THE DIVISION OF SUPERVISION OF STATE INSTITUTIONS. *Annual Report . . . For the Fiscal Year Ended June 30, 1938.* Indianapolis. Date not given. Reprinted from 1938 Year Book. 77 pp.
- INDIANA. GOVERNOR'S COMMISSION ON UNEMPLOYMENT RELIEF. *Annual Report . . . For the Fiscal Year Ended June 30, 1938.* Place not given. Date not given. Reprinted from 1938 Year Book. 11 pp.
- IOWA. STATE DEPARTMENT OF SOCIAL WELFARE. *Annual Report . . . For the Fiscal Year Ended June 30, 1938.* Place not given. 1938. 152 pp.
- IOWA. DEPARTMENT OF SOCIAL WELFARE. *Annual Report of the Subdivision of Child Welfare . . . For the Fiscal Year Beginning July 1, 1937, and Ending June 30, 1938.* Des Moines. Date not given. 55 pp.
- IOWA. STATE BOARD OF SOCIAL WELFARE. *Annual Report of the Division of Old-Age Assistance . . . For the Fiscal Year Beginning July 1, 1937, and Ending June 30, 1938.* Des Moines, 1938. 46 pp.
- KANSAS. STATE BOARD OF SOCIAL WELFARE. *Report of Social Welfare in 1937 . . . Covering the Calendar Year 1937.* Topeka, 1938. 51 pp.
- MARYLAND. BOARD OF STATE AID AND CHARITIES. *Nineteenth Biennial Report . . . October 1, 1936-September 30, 1938.* Place not given. Date not given. 118 pp.
- MASSACHUSETTS. DEPARTMENT OF PUBLIC WELFARE. *Eighteenth Annual Report . . . Covering the Year from December 1, 1936, to November 30, 1937, Parts I, II, and III.* Place not given. Date not given. 170 pp.
- MASSACHUSETTS. DEPARTMENT OF EDUCATION, DIVISION OF THE BLIND. *Annual Report of the Division of the Blind . . . For the Year Ending November 30, 1937.* Place not given. Date not given.
- MICHIGAN. STATE EMERGENCY WELFARE RELIEF COMMISSION. *Emergency Relief in Michigan . . . 1933-1939.* Lansing, 1939. 177 pp.
- MICHIGAN. STATE WELFARE DEPARTMENT. *Old Age Assistance in Michigan . . . 1933-1937.* Lansing, 1938. 59 pp.
- MICHIGAN. STATE WELFARE DEPARTMENT. *Report as of December 1938.* Lansing, 1938. 113 pp.

- MINNESOTA. STATE BOARD OF CONTROL. *Biennial Report of Public Assistance . . . Period Ended June 30, 1938.* Place not given. Date not given. 78 pp.
- MISSOURI. STATE SOCIAL SECURITY COMMISSION. *First Biennial Report . . . For the Years 1937 and 1938.* Jefferson City, 1939. 44 pp.
- MONTANA. DEPARTMENT OF PUBLIC WELFARE. *Report . . . For the One-Year Period Beginning March 2, 1937, and Terminating with March 1, 1938.* Helena, 1938. 137 pp.
- NEBRASKA. DEPARTMENT OF STATE ASSISTANCE AND CHILD WELFARE. STATE BOARD OF CONTROL. *Second Annual Report . . . Year Ending June 30, 1938.* Lincoln, 1938. 176 pp.
- NEW HAMPSHIRE. STATE BOARD OF WELFARE AND RELIEF. *Report on Old Age Assistance in New Hampshire . . . February 1, 1936–December 31, 1936.* Concord, 1937. 63 pp.
- NEW HAMPSHIRE. STATE BOARD OF WELFARE AND RELIEF. *Report on Direct Relief in New Hampshire . . . January 1, 1935–December 31, 1936.* Concord, 1937. 71 pp.
- NEW JERSEY. DEPARTMENT OF INSTITUTIONS AND AGENCIES. *The Administration of Old Age Assistance in New Jersey . . . Annual Report, Fiscal Year Ended June 30, 1938.* Trenton. Date not given. 30 pp.
- NEW JERSEY. STATE FINANCIAL ASSISTANCE COMMISSION. *1938 Relief Report.* Trenton, 1939. 37 pp.
- NEW YORK. BOARD OF SOCIAL WELFARE. *Social Welfare in New York State . . . Annual Report for the Year 1938.* Albany, 1939. 35 pp.
- NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE. *Biennial Report. . . July 1, 1936, to June 30, 1938.* Place not given. Date not given. 220 pp.
- NORTH CAROLINA. STATE COMMISSION FOR THE BLIND. *Biennial Report . . . From July 1, 1936, through June 30, 1938.* Place not given. Date not given. 83 pp.
- NORTH DAKOTA. PUBLIC WELFARE BOARD. *Second Biennial Report . . . For the Biennial Period Ending June 30, 1938.* Place not given. Date not given. 152 pp.
- OKLAHOMA. DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . For the Period of July 1, 1937–June 30, 1938.* Place not given. 1938. 80 pp.
- OREGON. STATE PUBLIC WELFARE COMMISSION. *Public Assistance in Oregon—1938.* Portland, 1939. 84 pp.
- PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Pennsylvania Public Assistance Statistics 1937 Summary.* Harrisburg, 1938. 35 pp.
- RHODE ISLAND. STATE DEPARTMENT OF PUBLIC WELFARE. *Fourth Annual Report . . . Fiscal Year Ending June 30, 1938.* Place not given. Date not given. 243 pp.
- SOUTH CAROLINA. STATE DEPARTMENT OF PUBLIC WELFARE. *First Annual Report . . . Covering the Period from the Department's Organization to June 30, 1938.* Place not given. 1938. 72 pp.
- SOUTH DAKOTA. DEPARTMENT OF SOCIAL SECURITY. *Annual Report . . . For the Period July 1, 1937, to July 1, 1938.* Place not given. Date not given. 40 pp.
- TENNESSEE. DEPARTMENT OF INSTITUTIONS AND PUBLIC WELFARE. *Annual Report . . . For the Fiscal Year Ending June 30, 1938.* Nashville. Date not given. 120 pp.
- UTAH. STATE DEPARTMENT OF PUBLIC WELFARE. *Biennial Report . . . July 1, 1936, to June 30, 1938, inclusive.* Place not given. Date not given. 24 pp.
- VERMONT. DEPARTMENT OF PUBLIC WELFARE. *Biennial Report . . . For the Two Years Ending June 30, 1938.* Montpelier. Date not given. 204 pp.
- VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE. *Twenty-Seventh and Twenty-Eighth Annual Reports . . . For the Two Years Ending June 30, 1937.* Richmond, 1937. 157 pp.
- VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE. *Annual Report of the Virginia Public Assistance Program for the Year Ending June 30, 1938.* In *Virginia Public Assistance Division Progress Report*. [Richmond.] Vol. 2, No. 4 (July 1938), 14 pp.
- WASHINGTON. DEPARTMENT OF PUBLIC WELFARE. *Report to Governor Clarence D. Martin and the Legislature . . . January 1935 through December 1936.* Olympia, 1937. 48 pp.
- WASHINGTON. DEPARTMENT OF PUBLIC WELFARE. *Activities of the Division of Social Security—Old Age Assistance . . . July 1935 to December 1936.* Place not given. 1937. 14 pp.
- WASHINGTON. DEPARTMENT OF PUBLIC WELFARE. *Activities of the Division of Relief . . . January 1935 to December 1936.* Place not given. Date not given. 22 pp.
- WEST VIRGINIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Report . . . July 1, 1936, to June 30, 1938.* Charleston, 1938. 99 pp.
- WISCONSIN. STATE PENSION DEPARTMENT. *Statistical Summary of the Development of the Social Security Aid in Wisconsin to June 30, 1938.* Place not given. Date not given. 50 pp.
- WYOMING. STATE DEPARTMENT OF PUBLIC WELFARE. *Biennial Report . . . October 1, 1936–September 30, 1938.* Cheyenne, 1938. 39 pp.